DOCUMENT RESUME

ED 043 121 EA 003 068

AUTHOR	Egner, J. R.; And Others
TITLE	Regional Educational Development in New York State. Vols. I and II. A Project Report
INSTITUTION	New York State Education Dept., Albany.
SPONS AGENCY	Rochester Univ., N.Y.; State Univ. of New York, Ithaca. Coll. of Agriculture at Cornell Univ.
PUB DATE	May 70
NOTE	544p.; (Pages 363 and 494 are missing)
EDRS PRICE	EDRS Price MF-$2.00 HC-$27.30
DESCRIPTORS	Bibliographies, Case Studies, Educational Innovation, *Intermediate Administrative Units, *Regional Cooperation, *Regional Planning, *Regional Programs, *Supervisory Activities
IDENTIFIERS	New York

ABSTRACT

In an effort to determine what constitutes a workable educational region, demographic, economic, social, political, and educational data from eight New York supervisory districts were collected and analyzed. Each district included a board of cooperative educational services (BOCES). This document reports the results of these eight case studies with emphases on goal setting, achievement, innovation, and system relations. Numerous conclusions and recommendations are listed, a primary conclusion being that the intermediate educational unit or region must be determined on the bases of the size, density, and distribution of population; the movement of people to work, market, and recreation; the layout of major transportation arteries; the nature of the economy; the financial ability to support public education; and other factors. An extensive bibliography on educational regionalism is included. (LLR)

N-5G
EA

ED043121

REGIONAL EDUCATIONAL DEVELOPMENT
IN NEW YORK STATE
VOLUME I

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

EA 003 068

ED0 43121

A Project Report

REGIONAL EDUCATIONAL DEVELOPMENT IN NEW YORK STATE

J. R. Egner

W. T. Lowe

F. H. Stutz

Sponsored by: Division of Research, New York State Education Department; New York State College of Agriculture (Department of Education), Cornell University; University of Rochester.

Submitted to the New York State Education Department

May, 1970

TABLE OF CONTENTS

Chapter		Page
I	INTRODUCTION	1
II	NASSAU REGION	16
III	MONROE REGION	90
IV	BROOME REGION	171
V	ERIE REGION	226
VI	ROCKLAND REGION	294
VII	STEUBEN REGION	337
VIII	ESSEX-HAMILTON-WARREN-WASHINGTON REGION	389
IX	LEWIS REGION	434
X	REGIONAL EDUCATIONAL DEVELOPMENT IN NEW YORK STATE	475
APPENDICES		498
SUGGESTED READINGS		538

CHAPTER I

INTRODUCTION

This report is part of a larger research effort that is attempting to answer the question: what is a workable educational region? The report is based on a depth case study of eight selected supervisory districts in New York State.

RATIONALE

The United States and much of the rest of the world has moved rapidly into an era in which planning and policy decisions that are in the public interest must be made on a regional basis. In field after field - transportation, environmental pollution control, public recreation, economic planning, health, - the broader region is replacing the small political or socio-economic unit as the base for decision making. Regionally based physical, social and economic planning, therefore, has become essential both for effective current operations and for sound growth and development.

In education, as well as other fields, regionalism is necessary to obtain efficiency of the operation and organization, to achieve equality of educational opportunities, to accomplish equity in financing, and to generally improve the effectiveness of the educational program. To be more specific, personnel matters in educational institutions--recruitment, salary and working conditions and collective negotiation--frequently can be handled more effectively on a regional basis. Special programs for the atypical, the educationally disadvantaged and for job-bound students are often sufficiently complex and expensive as to require the resources of the broader region. Equitable funding of desirable new services and facilities necessitates a school organization of sufficient size and sophistication to deal effectively with state and federal agencies and to have adequate local tax bases. Our very mobility as a people leads us to regional organization; improved transportation facilities make such regionalism feasible. Broader educational units with a greater class and racial mix of population seem necessary if we are to move toward equality of educational opportunity to all citizens. Obtaining critically needed educational research and development activities; employing economical and vital technical and administrative services and personnel; using efficiently an adequate supply of instructional materials and technology; making sound use of consultants and other aspects of in-service education for the staff--all these and others require regional coordination.

In New York State, educational regionalism has been centered primarily in the supervisory district (district superintendency) and the associated Board of Cooperative Educational Services (BOCES). The State has been a leader in the development of the concept of the intermediate unit, and its example has been emulated widely. However, this research team believes that there are many unresolved questions related to educational regionalism as represented by the supervisory district and the BOCES.

Some of the questions that must be considered by those studying educational regionalism include: Is the intermediate district, long advocated in many quarters, the most effective regional arrangement? Within such a unit, how much autonomy should local school districts retain? Is a single regional system of schools to be preferred to the federation characterizing the boards of cooperative educational services? Is it economically sound to continue with BOCES arrangements of an interim and largely voluntary sort? Under what circumstances is a local school district a workable educational unit? What of the supervisory districts; is it possible and desirable to give them more permanent boundaries? How large should they be? Is population the best basis on which to define regional boundaries? What of the influences of highways, natural communities, natural market centers, geography or special economic factors? Are patterns of educational regionalism developed in other states applicable and perhaps more desirable for the New York situation? What should be the role of the larger cities in the development of regions? How should they relate to BOCES? Should regional planning and development in education be chiefly the province of the State Education Department, or are there other agencies that will bring about more desirable results? How does the further development of the supervisory district relate to sharply increasing pressures for metropolitanism, local control, public support for private education, national funding of education, "student power" and "teacher power?" These are but some of the intriguing and highly significant questions raised in any consideration of a workable educational region. They demand answers. While some work is being done on these matters (see bibliography), much more is needed. This study hopes to provide at the very least partial answers to some of the questions.

SPECIFIC OBJECTIVES

In examining the eight supervisory districts selected for the case studies, (each of which had a Board of Cooperative Educational Services) the guiding questions were:

1. General Characteristics
    a. What are the chief features of population distribution in the district? What are patterns of population growth and age composition? How does the population travel to work, social activities and recreation?
    b. What are the chief economic, social and political characteristics of the district? What are patterns of change in employment opportunities? What are patterns of employment for young people? Does the region contain a natural market area? How do arterial highways and other forms of transportation affect the district economically and in other ways?
    c. What are the chief educational (school and non-school), cultural and recreational resources of the district? What are relations between school and non-school educative resources?

2. Goals
    a. What are the stated or explicit goals for the districts? How were these goals derived? What appear to be the implicit goals guiding the district or units in the district?

b. How are the stated goals modified or replaced over time? What conditions tend to encourage goal modification or replacement? What conditions tend to block or make difficult goal modification or replacement? Is there evidence of major modification of implicit goals?

c. What differences exist between stated and implicit goals? Where the differences are great, what appear to be the reasons?

d. To what degree do goals of educative units in the district match with stated or actual socioeconomic and resulting educational needs of the region? Where needs are not recognized in goal setting, what are the reasons?

e. To what degree is there overlap in goals established by educative agencies in the district? What are reasons for such overlap where it exists?

f. To what degree is educational planning in the district a coordinated part of general regional planning? What are the conditions encouraging such coordination; inhibiting such coordination? In the development of educational goals, what efforts are made to coordinate goals of educative units with those of other governmental and private agencies of the region and with those of business and industry? What are the conditions facilitating such coordination of goals; discouraging such coordination?

3. Innovation

   a. As educative agencies in the district adjust to new needs or changing conditions, what are the sources of leadership in making such adjustments?
   b. To what degree are educative units in the district showing innovative performance as evidenced by participation in major national movements in educational innovation that apply to the district?
   c. What conditions tend to facilitate innovative performance; to inhibit it? Specifically, do such regional educative agencies as Boards of Cooperative Educational Services and Title III Centers tend to facilitate and give leadership to innovation? If so, in what ways?
   d. To what degree and in what ways are educational resources of the district utilized in the interests of innovation? To what degree and in what ways are industry and business, labor organizations, museums and art centers, organized theatre and music and colleges and universities

involved with schools in the interests of educational innovation?

4. Systems Relations

   a. What economic and political resources do educative units of the district use to carry out functions? What additional resources are necessary for continued growth and development of the district?

   b. What sorts of interaction, formal and informal, take place between the educative agencies within the district; between these agencies and other agencies within the region; and between these agencies and educative agencies outside the region? How effective are formal and informal interchanges between agencies? What conditions encourage effective interchanges; inhibit such interchanges?

   c. Are there sufficient human resources readily available to carry out the systems' functions? How do the educative agencies adjust to a lack of sufficient human, economic or political resources? How do they react to an over supply of such resources?

d. What procedures, formal and informal, do the educative agencies use to assess their impact on their environment? To what degree do such assessments appear to be realistic in terms of regional characteristics and needs? In what ways do educative agencies modify functions in accordance with findings from formal assessments?

PROCEDURES

Sample Selection

Eight supervisory districts (each containing a BOCES) were selected. Determining the number eight was an arbitrary decision based primarily on the time and resources available. The researchers were interested in a diverse sample on the bases of location within the State, size of population and wealth. New York City was excluded on the grounds that it was too large and complex to manage within the necessary limitations on this project.

All of the supervisory districts having a BOCES were divided first on the basis of the size of population. All areas of over 200,000 residents (1960 census) were considered to be large; those from 80,000 to 200,000 were classified as medium-sized; and those under 80,000 were regarded as small. A dichotomy was then made on the basis of wealth, with the cut off being $300 real property tax base per child. Finally, it was determined that no two districts would be selected from the same region of the State as defined by the New York State Office of Planning Coordination. After stratifying for these three variables, a random selection was drawn. One of the eight district superintendents refused to participate, so another choice had to be made within that classification.

The following sample was the result:

Category	District	Office of Planning Coordination Region
Large, rich	Nassau	Nassau-Suffolk Sector of Tri-State Region
Large, rich	Monroe 1	Genesee-Finger Lakes
Large, poor	Broome-Delaware-Tioga	Southern Tier East
Large, poor	Erie 1	Western
Medium, rich	Rockland	Mid-Hudson Sector of Tri-State Region
Medium, poor	Steuben	Southern Tier Central
Small, rich	Essex-Hamilton-Warren-Washington	Lake Champlain - Lake George
Small, poor	Lewis	Black River-St. Lawrence

Educational leaders from the sample districts and from the New York State Education Department gave their permission for use of the sample before data collection began.

Data Collection

Demographic, economic, social and political data for each of the selected districts were obtained from census records, regional, county and city planning offices, the New York State Education Department, the New York State Commerce and Labor Departments, regional libraries, school district records, college and university records and locally available research reports. The following kinds of data were collected from these various sources:

Demographic data--size, characteristics, and movement of the regional population including its urban, suburban and rural distribution.

Economic data--true and assessed property value within each district; school, city and county tax rates; inventory of major sources of income; location of major marketing areas; patterns of employment (male and female work force, job categories and number within each, unemployment rate, income levels of population); and location of major transportation systems--highway, air and rail.

Education data--enrollment information and growth projections for public and private K-12 schools, two-year colleges, four-year colleges and graduate schools.

Political data--comparisons of boundaries of supervisory districts, BOCES, county and school districts, and voting patterns in national, state and local elections, including school elections.

Educational data concerning the districts were obtained from many of the sources outlined above, as well as from face to face individual and group-focused depth interviews. Among those interviewed were State Education Department personnel in the Bureaus of Research, School District-Organization, Occupational-Vocational Education, and the Title III Center for Innovation; local district superintendents and other BOCES administrators; a sample of chief school officers; Title III directors who serve the areas; community college presidents where such colleges existed; county and city planning officers; BOCES board members; teachers; and others in instances when they seemed appropriate. Telephone interviews were held with a sample of the administrators of private schools and colleges and with selected public school administrators.

Questionnaires were administered to samples of board members from component school districts, BOCES board members, occupational education teachers from the BOCES and from component schools, employers, union officials, lay persons in key positions in the community selected on both a reputational and random basis, and teachers of non-vocational subjects from the component schools. (Copies of the interview schedules and various questionnaires are located in the appendices of of this report.) The nature of these sub-samples was determined primarily on the basis of the size of the pupil population in the district.

In addition, printed materials that were produced by the BOCES in question were examined and analyzed. Information from the Basic Educational Data System of the New York State Education Department on the component schools was used.

Detailed records of the communications of the district superintendents were obtained in all but one case. In that instance the man refused to participate in this aspect of the study. (A copy of the format used in this communications log is found in the Appendix.)

In the first district studied, Steuben, data were collected by all members of the team. Considerable discussion after this activity led to one major change in the procedures, i.e., in the future three specific areas would be emphasized to increase the manageable scope of interviews and data collection. These areas were: in-service education, educational technology and occupational education. Therefore, goals, innovation and systems relations would be examined primarily in these three areas.

SOME LIMITATIONS

Generalizing to other regions within or outside New York on the basis of these findings is, at best, fraught with risks. Several limitations of this study must be mentioned.

Only eight out of 56 New York State BOCES districts were examined; the sample, therefore, may be biased in any number of ways. The results of the study are profoundly influenced by the biases of the investigators in spite of their attempts at objectivity. Furthermore, the data collection and writing was necessarily done by various members of the team thereby introducing obvious potential problems.

Also to be considered are the very rapid changes occurring that may have a pronounced effect on regionalism. For example, a proposed change in the means of distributing New York State aid would greatly alter the contemporary financial advantage to local districts for providing certain services through the BOCES. And as to the BOCES themselves, several of those examined here are very new. All of them are in the process of adding and deleting services. Most of them are in various stages of a building program; and most of them have recently experienced key personnel changes. They are, in short, dynamic organizations; and these findings are, therefore, partially outdated by the time they are printed.

ORGANIZATION OF THE REPORT

Each of the eight districts has been presented as a distinct case study. Insofar as possible, the organization of the narrative in each of these cases has been as follows:

Section 1 - Background
Section 2 - Education in the Region
Section 3 - Goal Setting and Adhievement
Section 4 - Innovating and Innovation; and
Section 5 - System Relations.

The final chapter presents findings, insights and general observations based on the eight case studies. Recommendations and conclusions are presented to relate and interpret these factors to the development of educational regions.

CHAPTER II

NASSAU REGION

The Nassau County Board of Cooperative Educational Services (BOCES) is coterminous with the County boundaries. It includes all of the County's 56 school districts.

1. BACKGROUND

Nassau County is located on Long Island between the New York City boroughs of Queens and Brooklyn on the west and Suffolk County on the east. Having only 300 square miles, it is the fourth smallest county in New York State outside of New York City.

The County is almost exclusively urban in character--less than three-tenths of one percent of the people are classified as rural by the United States Bureau of the Census. The population of the County in 1965, as determined by a special enumeration conducted by the Bureau of the Census, was 1,397,727.[1] The same source has projected a population of better than one and one-half million by 1975 and one and three-quarters million by 1990. The County has the largest population and the greatest density (4,657 people per square mile in 1966) of any county in the State outside of New York City. During the period from 1900 to 1950, Nassau was the fastest growing county in the State; in fact, during most of those years it was the fastest growing county in the United States. Suffolk County, Nassau's neighbor on Long Island, has taken over the leadership in population growth partly because Nassau's available land is becoming severely limited;[2] but Nassau is still among the fastest growing counties of the State.

The County has a youthful population; 41.1% were under 21 years in 1960 while only 35% of the population of the State were under that age.[3] In the decade, 1950-60, the under 21 age group increased 32.5% in New York State as a whole, but in Nassau County the increase was a remarkable 132.5%.[4] In 48 out of Nassau's 94 communities more than 40% of the population were under 21; and in the area with the largest population , Levittown, half of the population were in this group.[5] Obviously, this fact is highly significant for the schools. (It is true, however, that school enrollment has declined in the past few years. See Section 2.)

On the other end of the continuum, slightly over 10% of the State's total population is over 65 years of age, while only 6% of Nassau's population would be so classified.[6] The median age in the State is roughly 33; in Nassau it is 30.[7]

There were over 42,000 non-whites living in Nassau County in 1960, and this segment of the population was growing faster than any other category used by the Bureau of the Census.[8] It has been estimated that by 1971 approximately 65,000 of the population will be classified as non-white. Compared to State averages, the non-white percentage of the population of Nassau is still small--the State average is 8.9%, and in Nassau it is 3.2%.[9] For the most part, the non-white population is concentrated in a few communities. Almost six out of every ten non-whites live in ten of Nassau's 94 communities.[10] Some communities are becoming heavily non-white. For example, New Cassel has 36.3% non-whites, and Inwood has 27.5%. Many of the remaining non-whites are scattered in very wealthy sections of the County by virtue of the fact that they are "live-in" domestic workers.

This then is a densely populated, rapidly changing urban area. Obviously there are many such places in the United States, but Nassau is unusual in that it has no large city.

Nassau County's government is an enormously complex melange of interlocking and overlapping jurisdictions--cities, towns, villages, unincorporated areas, school districts, numerous special services districts and the County government. Space will not permit more than an outline here, but fortunately a source of information on the governments of Nassau County is readily available.[11]

Nassau has a County Executive system, which means that a single popularly elected county official has considerable power. He is not only the chief administrator of the County, but he is also the leader of the legislative branch of the government, called the Board of Supervisors. His fellow supervisors are elected representatives of either one of the cities of Nassau (Long Beach or Glen Cove) or of one of the three towns (Hempstead, North Hampstead and Oyster Bay). Voting power on the Board is proportional to the population of the district being served.

While a great deal of "home rule" has been given to Nassau compared to other counties, it should be remembered that this County government like all others is merely an arm of the State of New York. The State retains very significant powers in such areas as taxation, welfare and civil service. In any service area, the County has only those powers that the State wants it to have.

The subdivisions of the County present a very curious picture in terms of population. Many unincorporated areas have more people than incorporated ones, and many incorporated villages have more citizens than the two cities. Thus the situation is one in which the largest unincorporated area, Levittown, had a population of more than 52,000 in 1960, while the largest incorporated village, Valley Stream, had only about 33,000 residents; and the largest city, Glen Cove, had only slightly more than 19,000. Obviously, this is the reverse of what might be expected. Furthermore, unincorporated areas are growing faster in most cases than incorporated ones.

In addition, the County has 56 school districts. Voters usually perceive these to be far more important than other local political units. Typically, the school districts are not coterminous with the hodge-podge of governmental jurisdictions. This has led to an amazingly complex, overlapping structure. While some tinkering has gone on since the present form of government was adopted in 1938, Nassau County is in desperate need of political reorganization. Wallace Sayer puts it this way:[12]

> "Duplication, confusion and divided leadership exact a high toll. But above all, the system of splintered government creates an invisible form of government, making it extremely difficult for the average citizen to keep informed as to just how he is being governed."

Sayer further says that taxation rates are unequal, and services are even more so. He argues that Nassau public officials are not using the most modern management techniques available. He insists that a comprehensive and thorough review of the entire fabric of government in the County is urgently necessary. Sayer was writing in 1960; some modest changes have been made since then, but the picture is basically the same.

The County has a planning commission of its own, and it is a part of the Nassau - Suffolk Planning Region of the Office of Planning Coordination. Interviews were conducted with the leaders of both of these agencies, and the impression was solidly established that the organizations are highly productive. Numerous studies are underway or have been recently completed on taxation, transportation, zoning and land use, air and water pollution, recreation, parks, cultural facilities, environmental health factors, marine life, housing, demography and others. Even in the light of all this activity, however, these agencies have had very limited contact with educational institutions.

The County's median family income (1960) was $8,515, making it the richest County, using this criterion, in the State.[13] The State average was $6,371, and the national median was $5,660; thus, Nassau's median family income was one-third higher than the rest of New York State and better than fifty percent higher than the rest of the nation.

As would be expected, there is considerable variation in the income of Nassau's families, and people of like incomes tend to live near each other in distinct communities. There are very wealthy communities--six of them had an average family income of over $20,000 in 1960; in two, Kings Point and Hewlett Harbor, the median was over $25,000 in annual income.[14] On the other end of the scale, two of Nassau's 94 communities had an average income per family of less than $7,000.[15] Perhaps the most significant fact in this regard, however, is that only one area in the County is below the State average. If national comparisons are made, Nassau residents have the highest family income of any county of 100,000 families in the country.[16] Income for every census category of types of employed persons is considerably higher for Nassau residents than for the average New Yorker or for the average American. This is true for both self-employed and salaried workers, including professionals, managers, craftsmen, operatives and all classes of laborers.[17] The cost of living is also high in Nassau compared to many other regions of the State, but the standard of living is among the highest for heavily populated regions of the world.

Nassau County has tremendous retail shopping areas containing branches of the largest New York City department stores and specialty shops. Some of these outlets are selling far more on Long Island than they do in Manhattan. Retailing supplies many jobs (approximately 10% of the working force) in Nassau and contributes heavily to the wealth of the County.

Industrial growth is occurring at an unprecedented rate in the County. World War II, the Korean War, and the Viet Nam conflict have had a decided impact on the economy of the area. Nassau County has a large defense industry, particularly aircraft. Electronics, "space-industries," instruments and machine tools, printing and publishing, apparel, food processing, and fabricated metal processing are also very important both to the County and to the general economy of the nation. Privately-supported and government-supported research facilities are booming on Long Island--payrolls in this important area are growing faster in Nassau County than in any other location in the United States.

Nassau County has an important recreation industry which is greatly aided by the topography. The area is blessed with some of the finest beaches in the United States both on Long Island Sound and on the Atlantic Ocean. Fishing, sailing, surfing and swimming are big businesses and getting bigger. Horse and auto racing, popular with Nassau's population and with her neighbors in New York City, are tremendous money makers.

Service industries, generally, are larger in Nassau County than in any county in the State, outside of New York City, and these important parts of the economy are growing faster in Nassau than in any other county. The whole range of service-oriented occupations demands more workers than are available.

Over the years the County has enjoyed outstanding economic assets: proximity to New York City markets, jobs and services; a huge skilled labor pool; an advantageous and gentle topography; rail and highway transportation networks; the mildest climate in New York State; a large supply of electric power; and an adequate water supply. Although some of these advantages are now becoming limited, they all have played an important role in the developing prosperity of the County.

As of 1965, approximately 53% of the labor force of Nassau County worked in the County.[18] The rest commute, most of them to New York City. While the percentage of those who both reside and work in the County is growing rapidly, the numbers of workers who cross the City-County line on their way to and from work each day is also growing. Only one county in the State has a larger percentage of commuters than Nassau.

Here, then, is a County that is a very significant economic producer of its own and at the same time is a major supplier of labor for the industrial complex in New York City.

So far in this description of the setting for education in Nassau County, the accent has been primarily on the positive. This is as it should be, for the County has great wealth and resources. However, there are serious social and economic problems that should be identified.

Certainly the best publicized and one of the most important of Nassau's problems is the enormous transportation headache. The Planning Commission reports that every Nassau household unit has one car for every two and one-half people:[19] This rate, one of the highest anywhere, is expected to rise. Still more cars will be added to the already jammed roads as rising incomes enable more people to buy automobiles and as more and more working women and teenagers take to the highways. Public transportation offers no immediate solution because it is beset with serious financial and management problems; it is also a victim of partisan politics. Nor is the lagging construction of new roads helping the situation. Perhaps the factor of greatest significance, however, is that neighboring Suffolk County, which is just beginning its real growth, will use Nassau's facilities to connect with the City.

Another equally serious problem is the alarming degree of air and water pollution. A number of studies have been undertaken and many recommendations have been made but little seems to be done to improve the situation.[20] Conservationists are deeply concerned about the "wetlands" on the southern side of County, and the fishing and recreation industries are seriously threatened.

There is a critical shortage of hospital beds in Nassau County,[21] and the available hospitals are inadequately staffed with para-medical personnel.[22] More citizens are using hospitals these days, yet construction has lagged behind the population growth. Obtaining the public funds necessary to correct this situation poses a competitive threat for education.

Public assistance welfare programs of all sorts are in very short supply given the need that exists. Whenever almost one and one-half million people live closely together, some of them are going to be in need of special help; yet, the County until very recently has behaved as though all of its residents were affluent suburbanites. Providing adequate welfare facilities has become a major political issue in the County.

Racial tensions are present in Nassau County. The rapidly growing Negro population has had to face discrimination, particularly in employment and housing, but also in education. Racism in its many forms has triggered violence in the past in Nassau County, and the threat of continued violence is very much present.

The County is working on the problem of diversifying its industries, but it is still too dependent on defense operations, particularly aircraft: Gonzalez bluntly says, "When Republic (Aviation Corporation) is healthy, the County is healthy; when Republic is sick, so is the County."[23]

Nassau County depends on ground water for its supply, and while some experts claim that much exaggeration of the situation has occurred, no one denies that the area faces serious water shortages unless some conservation steps are taken. Sewage and waste removal are serious problems, and they are complicated by the crazy quilt of governmental patterns.

Housing, too, is becoming a problem. While the 1960 census listed 95% of the dwelling units in the County to be sound, some communities are in trouble. For example, 30% of the housing of Inwood was described (1960) as "deteriorating" or "dilapidated." Eighty-four percent of its housing was constructed before 1939. In many other communities water front property is especially shabby and unsafe.

2. EDUCATION IN THE REGION

Education is a matter of great concern to the people of Nassau County. Many residents moved to the County precisely because they wanted to get the best possible education for their children. Schools are a source of great pride to the residents. But, there are contradictory attitudes. Education is also a persistent source of conflict and controversy.

Nearly every school man interviewed as a part of this study thinks the 56 school districts of the County are too many; but they are very pessimistic about a reduction of the number. The citizens seem to want their separate schools, even though the districts are providing grossly unequal financial support for education.[24]

Indeed, the school seems to be the heart of most of these communities, their only real focus and the only political entity at the local level with which the people can closely identify. Citizens of Nassau want, or rather demand the best possible education for their offspring. They make this demand felt in ways that cause school administrators in the rest of the State to be thankful for their less explosive situations.

As to contradictory attitudes, on the one hand, educational institutions in Nassau seem to have more than their share of strikes and slow-downs, sit-ins and boycotts, rancor, tensions and brittle impatience; and these forces are readily apparent. Yet, on the other hand, Nassau schools seem to be just as obviously enveloped in an unusually rich atmosphere of accomplishment, involvement, excitement and planned change.

What are the sources of the educational problems in the County? How can it be that in the midst of all this wealth and interest in education, there are serious difficulties? Perhaps a listing of the major factors that have been identified by one or more of the sources of information for this study would be a helpful way to begin the analysis of education in the region.

a.) County schools have experienced a tremendously rapid growth. (Levittown, for example, has approximately 18,000 children enrolled in its schools today, while it had 47 just 20 years ago.) Constant, precipitant, change is the order of the day.

b.) In many Nassau communities the school district is the only local political organization--all controversy, as well as all agreements, must center there. Furthermore, since much of the population has recently moved into the area, there are no roots, no traditions, no "sense of community" in the existing political subdivisions.

c.) Rough and tumble competition among the various districts for the highly limited supply of talented teachers causes friction.

d.) The County still has too many small districts, and, yet, there is little inclination to change in this regard.

e.) Grave economic inequities exist among the school districts. Regardless of the willingness to pay for schools, the ability to pay for them differs sharply.

f.) Racial tensions and religious friction tend to surface in the schools.

g.) Taxes are high. Money for schools is becoming more scarce. Voters, in increasing numbers, are denying requests for funds.

h.) School boards have been used as political "launching pads." Tenure on school boards tends to be extremely brief.

i.) Much controversy has been generated by "teacher-power" and the rivalry between competing teachers' organizations. Teacher militance has been a particularly serious problem on Long Island, perhaps because there was such a pronounced need for teachers to have a larger voice on policy matters.

j.) Student unrest is growing everywhere, and Nassau has, emphatically, been a part of the trend.

While all or most of these problems exist everywhere in the nation, they seem more intense, more pronounced, in Nassau County. In spite of all these difficulties, many people, including the authors of this study, would argue that the schools of Long Island are among the best in the United States. Thus, a curious contradiction exists.

Organization and Enrollment of Public Schools

Each of the school districts has a popularly elected governing board of laymen. Among these 56 districts are five different types, as categorized by the New York State Education Department. The two city districts, Glen Cove and Long Beach, are comparatively small but legally independent school systems. There are also three central high school districts, which were originally established to provide high school curricula for common and union free districts that were too small to provide their own. (New York State has only one other such district.) Five others are independent central districts each with a superintendent and each having a K-12 program. The remaining 46 are union free districts. Sixteen of these are dependent districts under the District Superintendent.[25]

The total enrollment of all public schools in Nassau County in the Fall of 1968 was approximately 331,000.[26] At least 16 states have fewer children attending public schools. Only three of the largest cities in the nation have more children in school. However, the Fall, 1968 Nassau enrollment actually represents a slight decline from 1966-67.[27]

Nassau's schools have serious financial problems, nevertheless, tremendous wealth stands behind each school child. The County ranks first of New York's counties outside New York City in full valuation per square mile--$37,495,000 with its closest rival at $13,391,000.[28] Including the City, only New York County collected more gross tax money in 1966 than Nassau. The County ranked second behind Westchester County in 1962 both in the real property tax base per capita and on the net taxable personal income per person.[29] Nassau ranked fourth highest on the variable of the expenditure per pupil in weighted average daily attendance in 1967 among the counties of New York.[30] Finally on this point, the State of New York uses six indices to measure the relation between ability to pay and willingness to pay for schools. Three counties are rated "high-high" in all six categories. Nassau is one of them, joined by Westchester and Monroe.[31]

Population density is an obviously important factor for schools. Internal and external transportation is affected. Nassau school districts are remarkably concentrated--1,083 pupils per square mile (1965-66). The county closest in density (excepting New York City) has only 336 school children per square mile.[32] In fact, of the ten most densely populated school districts in the State, eight are in Nassau County.[33]

As would be expected, Nassau's wealthy population is also a well educated one. Among the counties of New York, Nassau is second only to Westchester in terms of the percentage of its citizens over 25 years old who have college degrees (14%). The median level of schooling in 1960 was 12.2 years.[34] However, although still well above the average in the State, the percentage of the population (over age 25) with a four-year or more college education has declined in Nassau County, while the State median has risen since 1950. This is a reflection of the fact that a majority of Nassau's immigrants since 1950 have been working class families with only a high school education.[35] Yet, of current (1968) high school graduates, only two relatively small counties of the State send a larger percentage on to some kind of formal education--Ulster and Hamilton.

The range in education attainment is wide, from one community in which 41.1% of the population over age 25 have a college degree to another in which only slightly over two of every 100 adults have achieved this educational level.[36] The State average is 8.9 years of school. Nassau County by national standards or even by the higher standards of New York State is well educated indeed.

Perhaps the most significant fact to emphasize in this overview is the disparity among the 56 school districts of Nassau County. Enrollment varies from approximately 1,500 to 18,000. The expenditures per pupil is also widely varied (see below).

Twelve school districts in Nassau County were selected for more detailed examination. They represent almost the full range of size and wealth.

All 12 districts are superintendencies and all have a K-12 program. The only criterion used to stratify this sample was size. That is, the districts were randomly selected from 12 categories on the basis of size.

Fall 1968 enrollment and staff data for these 12 school systems are shown in Table 1. Total expenditures per child in weighted average daily attendance (W.A.D.A.) for 1966-67 are also included.

TABLE 1

ENROLLMENT, AND STAFFING, 1968,[37] AND PER PUPIL EXPENDITURES, 1966-67,[38] IN 12 SELECTED NASSAU COUNTY SCHOOL DISTRICTS

Rank in Size	District (Popular Name)	Total Enrollment	Principals	Asst. Principals	Teachers	Other Instructional Personnel	Total Staff	Tot. Exp. per child in W.A.D.A. 1966-67
1	Massapequa	16,774	11	8	729	133	881	$ 907.69
2	East Meadow	16,581	12	17	786	55	870	918.70
3	Oceanside	10,294	10	13	458	46	527	1142.92
4	Syosset	9,331	13	3	490	61	567	1167.48
5	Bethpage	6,127	7	7	289	47	350	1071.34
6	Hempstead	5,828	9	4	251	25	289	1056.89
7	Woodmere	5,814	7	1	286	48	342	1199.24
8	Westbury	5,040	8	8	264	23	303	1102.64
9	Roslyn	4,468	6	5	257	31	299	1445.78
10	Roosevelt	3,906	6	2	208	31	247	1144.55
11	Locust Valley	3,232	4	2	135	32	173	1252.16
12	Manhasset	2,806	3	2	135	32	172	1535.17

Space will not permit a thorough analysis of these data; but a glance suggests an interesting and upsetting story. For example, there is the striking difference on the expenditure per pupil of over $600; and by and large, the more children there are to educate the less that is spent per child. Pronounced differences also exist among the districts on the basis of the staff-student ratio.[39]

Sample School Follow Up

Table 2 records what happened to the high school class of 1967 of the twelve school districts included in this sample. When this group was in the 9th grade, approximately 6,500 students were enrolled in the twelve schools.

TABLE 2

POST-GRADUATION DISTRIBUTION OF THE TWELFTH GRADE CLASS OF 1967 OF 12 SCHOOL DISTRICTS[39] IN NASSAU COUNTY COMPARED WITH NEW YORK STATE TWELFTH GRADE CLASSES OF 1966.[40]

Current Activity	% Sample of Nassau Schools[39]	% Sample of New York State[40]
Attending 4-year College in N.Y. State	24%	21%
Attending 4-year college outside N.Y. State	26%	11%
Attending 2-year college	18%	18%
Attending other post-secondary institutions	4%	8%
Employment	13%	NA
Military	3%	NA
Dropouts	7%	NA
Other	4%	NA
Not entering post-secondary educational institutions	28%	42%

From these data, it is obvious that the 12 school districts are sending a high percentage of their graduates on to some form of formal higher education. However, it should be noted that some of the districts dip well below the State average.

Organization and Enrollment of Private Schools

In the Fall of 1967 over 70,000 children were attending private elementary and secondary schools in Nassau County. Outside of New York City, only Erie County had a larger number of children so enrolled (over 77,000).[41] The largest number are in Roman Catholic schools.

The Roman Catholic schools are operated by the Rockville Center Diocese, which is also responsible for Suffolk County. Included are 122 schools, 22 of which are high schools. Like almost everywhere else in the United States, these schools are in deep financial trouble. The Superintendent, The Reverend Patrick E. Shanahan, says, "What the future may hold is problematical. Our financial crisis in the Rockville Center Diocese is becoming more and more acute."[42] A combination of factors make the picture very grim indeed: rapidly increasing operating costs, declining numbers of religious personnel available for teaching, rising costs of lay teacher salaries, insufficient federal funds, inadequate parish funds, the continuing ban on State monies, and the addition of students from Roman Catholic schools that have closed in Brooklyn and Queens. For the first time in the history of Catholic education on Long Island, an area that is approximately 30% Roman Catholic, there are more lay teachers than religious. Tuition has risen twice in the last three years, and church leaders believe they have just about reached the upper limit of the parishioner's ability to pay. Furthermore, they do not want to be schools exclusively for elite Catholic families. The problems are serious; little agreement exists on the means to resolve them. At the same time, these interviewers sensed an innovative and vigorous attitude on the part of the leaders of these schools.

Overview of Higher Education

Nassau County does not appear to be richly endowed in terms of higher education. Many of its colleges are quite new. None of them rates higher than "D" in terms of competitions for admission according to the Cass-Birnbaum guide.[43] None of the 13 New York State private colleges regarded to have "major endowments" are located in Nassau County.[44] The County sends a high percentage of its high school graduates to other counties and states for higher education.

Table 3 indicates, among other things, the total enrollment of Nassau's higher education institutions as of the Spring term, 1968. (Nassau Community College is discussed in detail below--see p.47.)

TABLE 3

HIGHER EDUCATION IN NASSAU COUNTY, SPRING, 1968[45]

Name and Founding Date	Type	Enrollment	Teaching Staff
Adelphi University, 1896	private non-denominational	8,606	275
Hofstra University, 1935	private non-denominational	11,870	692
Long Island University, 1926	private non-denominational	18,000	1,000
Molloy Catholic College for Women, 1955	private, 4-year Roman Catholic	912	77
Nassau Community College, 1959	public, 2-year, County controlled	9,960	254
State University of New York Agricultural and Technical College at Farmingdale, 1912	public, 2-year, N.Y. State	9,041	256
State University of New York College at Old Westbury, 1968*	public, 4-year	NA	NA
Wyandanch Center for Higher Education, 1969	public, freshman year; courses for "educationally disadvantaged"	new	no full staff

*The State University of New York predicts an enrollment of 1400 in 1971-72 and 3,890 by 1975-76 according to the *Development Document of 1968*.

It will not be possible to discuss other formal educative agencies in this overview, i.e., nursery schools, educational programs of labor and industry, museums, special purpose schools, etc. Suffice it to say, these agencies do not seem to offer any unique assets or liabilities to education in Nassau County. They are what would be expected given the population, wealth and the rapid growth of the County. There is some evidence that parts of the County may be "under-organized" in this regard.[46]

REGIONAL EDUCATIONAL SERVICES

Board of Cooperative Educational Services

The most conspicuous regional educational agency in Nassau County is the Board of Cooperative Educational Services (BOCES). However, it only recently (Fall, 1968) began offering its own educational program; its newness should be kept in mind during this discussion. The organization grew from a staff of five to one of almost 800 during the four-month period from June to September of 1968. It developed primarily from combining the services previously supplied by the VEEB (Vocational Education and Extension Board) and TEC (The Education Council).

The Nassau County VEEB was begun in 1955 in response to a need for vocational and occupational educational opportunities that could not be efficiently provided by the separate school districts. The County government operated the Board. It charged fees to the local school districts, all of which belonged and participated to a varying degree. Three vocational subjects were offered at first -- electricity, refrigeration and air conditioning. Over the years, VEEB expanded into many vocational areas and even into some non-vocational/technical areas, i.e., itinerant teachers, special education, and social work. The people interviewed in this study disagreed as to the effectiveness of the VEEB program. Some respondents praised the efforts of VEEB and lauded its autonomy. (Apparently, the State Education Department had very little control over the program.) Others claimed that VEEB was badly managed and quite unresponsive to local needs and desires. In any event, nearly all respondents agreed that the services from VEEB were expensive; and, of course, State aid was not available to the same degree as it would have been under a BOCES (at least up to 1968). Now VEEB has largely given way to BOCES. It still operates at least two adult education programs, but all of the offerings for school age children have been assumed by the newly-created BOCES.

The New York State Education Department seemingly played a forceful role in getting the BOCES started after the retirement of the District Superintendent. The State seemed to be offering only two alternative courses of action: either Nassau County could form a BOCES of its own, or the dependent districts of the County could be absorbed by the nearest Suffolk County Supervisory District. A Nassau BOCES was the choice and, now, all 56 school districts of the County belong. (The first Nassau BOCES executive officer is given much of the credit for the unanimity. He apparently met with each of the 40 independent school boards in a successful effort to win their support.)

The new Nassau County BOCES has accepted responsibility for programs in special education, occupational education, data processing, research and development, and a range of administrative services. It has assumed much of the resources and staff of VEEB and TEC, and of five districts which formerly offered independent occupational education programs.

In the Fall of 1968 the BOCES had specific programs for the trainable mentally retarded and for brain damaged youngsters. These were offered in a new building. Classes for emotionally disturbed children were held in the Special Services School in Hicksville. An extensive service occupations program for emotionally disturbed and brain-injured children was offered at Syosset. Full-time and part-time programs for visually handicapped children and for the deaf and hard of hearing were available. Almost 2500 youngsters were served by these programs.

The occupational education program will be described in some detail in Section 3. Suffice it to say here that the numbers of students, faculty and curricula doubled in one year of operation.

The BOCES also offers an extensive and rapidly growing adult education program. A diverse curriculum is available.

The data processing center, which is now operating under BOCES sponsorship, served 22 of the 56 districts of the County in the Fall of 1968. Further, the Nassau BOCES was the agency selected by the New York State Education Department to operate the data processing facilities for the broader region. This facility is expected to become one of the most significant regional evaluation and training centers on educational data processing in the State.

The BOCES makes nursing and dental hygiene services available to participating school districts. It also sponsors the Interscholastic Athletic Association; administers the High School Equivalency Testing program; operates an Outdoor Education Project; and provides consultative services of many types.

The research and development arm of BOCES, The Education Council (TEC), pre-dates the BOCES; it was founded in 1963. A group of chief school officers wanted a unit to provide improved research and development for the schools of the County, and, at the same time, to eliminate duplication of effort. The unit has had the same director from the start. Later, TEC became the Title III (Elementary and Secondary Education Act, 1965) regional center for Nassau County. Most recently, TEC has assumed responsibility for institutional research and development in the new Nassau BOCES.

At first TEC was supported exclusively by fees from the participating school districts. However, by the end of the 1966-67 school year only 14% of the financial burden was borne by local district fees. Federal money (Title III funds primarily), State funds, and some private resources were used. Furthermore, sale of many of the publications of TEC has provided some income, and other smaller amounts of self-produced income have been forthcoming.

Perhaps the best available statement of the purposes of TEC is found in a newsletter announcing the creation of the Title III planning grant. It is as follows:[47]

"THE PURPOSE

The purpose of the grant is to plan and develop a long-range design for providing supplementary educational services for all of the residents of the county. More specifically, the objectives of the program are:

1. To design long-range systems (including the legal, financial, administrative, dissemination structures) for providing the best supplemental educational services for the pre-school children, public and non-public students, dropouts, and adults in Nassau County.

2. To plan for the inclusion of all community resources in the area such as museums, libraries, non-public schools and all agencies which can help fulfill the objectives of the proposal.

3. To demonstrate and apply innovations and combinations of ideas and methods which have previously offered a reasonable basis for their feasibility and soundness.

4. To plan and develop imaginative model centers which will serve as demonstration centers for disseminating effective innovations as well as servicing more students.

5. To plan and develop programs which can be located in existing facilities and to plan for necessary alteration and the acquisition of needed equipment; to assess the need for new construction only when programs require additional space which is not available in any other manner.

6. To plan educational services that will relate to the overall planning and development of the long-range systems design described in objective #1, such as:

    6.1 Curriculum Development and Adaptation
    6.2 In-Service Education
    6.3 Pupil-Personnel Services
    6.4 Modern Communication Media, Special Materials
    6.5 A centralized Service Center to Provide Supplementary Library Service
    6.6 Cultural and Special Science Services

6.7 Innovative Use of Data Automation Services for Instruction."

The present goals of TEC (1970) put more emphasis on providing research and development services for individual districts instead of for clusters of schools as was previously the case.

Nassau Community College

Although it is only ten years old, the enrollment of Nassau Community College has jumped from approximately 600 students in February 1960 to almost 11,000 in 1969. It is now one of the 20 largest junior colleges in the United States. The College is operated by the County government on a 225-acre campus located on Mitchell Field Air Force Base in, roughly, the center of the County. Military operations separate the campus into north and south units.

An ambitious building and development program has been continually underway. Middle States accreditation for the Associate in Arts (AA), Associate in Science (AS), and Associate in Applied Science (AAS) degrees has been obtained. Compared to most other community colleges, Nassau Community College offers a wider range of vocational, technical and academic subjects. Degree programs are available (1969) in the arts and sciences, business administration, accounting, office management, marketing, retail business management, secretarial science (executive, legal and medical), data processing, engineering science, civil technology, industrial technology, industrial instrumentation technology, nursing, medical laboratory technology, inhalation therapy, operating room technology, child care, nursery educaiton and police science. The conventional concentrations in the arts and sciences are available.

The College staff (the President and three others) who were interviewed are ambitious for the organization. They believe the College should be a four-year institution. Many people with whom the College was discussed emphasized the arts and sciences segment of the curricula and deemphasized the vocational/technical aspects. Approximately three-fourths of the students are in the AA program. The President believes in general education through grade 14 for most students. He thinks that the BOCES and the schools in neighboring New York City ought to provide much of the technical training leaving the College to concentrate on the arts and sciences. Nassau Community College does not seem to perceive itself as playing the "conventional role" of a community college.

The College has a local governing board. It also is a part of the State University System under the Regents, but the real power seems to reside with the County Supervisors.

Since most of its students live in the County, the College can be considered to be a regional institution.

Table 4 records the anticipated growth of the student body and faculty of the College.

TABLE 4
CREDIT COURSE STUDENTS, FULL-TIME EQUIVALENT (F.T.E.) WORKLOAD, AND TEACHING STAFF OF NASSAU COMMUNITY COLLEGE[48]

	Credit Course Students						Teaching Staff (F.T.E. Positions in Instructional Departments)
	Enrolled Students (Headcount)			Full-time Equivalents (Workload)			
	Full-time (Fall)	Part-time (Fall)	Total (Fall)	Fall	Annual Average	Percent Off Campus & Evenings	
1967-68 Lower Division	3,981	6,356	10,337	6,330	6,175	- -	376
1971-72 Lower Division	6,200	11,950	18,150	10,655	10,395	- -	662
1975-76 Lower Division	8,600	16,750	25,350	14,850	14,485	- -	966

Other Regional Educational Considerations

While space will not permit a detailed discussion of these points, there are other regional educational facilities and problems that should be mentioned.

Nassau County lacks a first rate research library. Some efforts have been made to get the colleges and universities, local industries and the public library system to work cooperatively to organize such a library. Similar efforts are being made to establish museums.

The higher educational institutions of the County do not seem to cooperate to any significant degree. With some exceptions the private schools are fearful of the rising influence and resources of the public institutions. Nassau Community College, SUNY Agricultural and Technical College at Farmingdale, and SUNY Old Westbury appear to be competitive instead of cooperating public institutions.

A vigorous association of religious schools exists in the County. It provides help with cooperative planning but problems abound. Some Roman Catholic educators believe that their schools have been inappropriately treated in terms of the various titles of the Elementary and Secondary Education Act of 1965.

Several combinations of public schools have existed outside the BOCES/TEC framework. One such organization, SOBSEC (South Oyster Bay Supplementary Educational Center), has now (1970) become a part of the Nassau BOCES.

In sum, despite serious problems, regional coordination of educational resources in Nassau County is beginning to occur. Further, BOCES/TEC appears to be a major new force in education in the County.

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

One of the major administrative sub-units of the Nassau BOCES is the Division of Occupational Education, organized on August 1, 1968. The Director and his staff seem to be the primary agents for setting the goals of the occupational education program in Nassau County. The Division operates programs for secondary school pupils, for out-of-school youth, adults, and, in cooperation with the BOCES Special Education Division, for handicapped youth.

Table 5 records the courses that will be available in the secondary education program in 1970-71.

TABLE 5

NASSAU - BOCES

OCCUPATIONAL EDUCATION DIVISION

PROGRAMS AND COURSES - 1970-71

1. AGRICULTURAL OCCUPATIONS
    - Animal Care
    - Floral Design & Flower Arrangement I & II
    - Ornamental Horticulture I & II
2. AUTOMOTIVE OCCUPATIONS
    - Auto Body Repair I & II
    - Automotive Mechanics I & II
    - Diesel Engine Mechanics I & II
3. BUILDING TRADES
    - Building Mechanic
    - Architectural Drafting I & II
    - Carpentry I & II
    - Masonry/Bricklaying I & II
    - Plumbing Maintenance I & II
4. CLIMATE CONTROL AND APPLIANCE REPAIR
    - Automatic Heating I & II
    - Major Appliance Repair I & II
    - Refrigeration & Air Conditioning I & II
    - Vending Machine Repair I & II
5. CLOTHING OCCUPATIONS
    - Clothing Services I & II
    - Fashion Design I & II
6. DISTRIBUTIVE OCCUPATIONS
    - Air Industry Customer Services I & II
    - Watch & Jewelry Repair, Sales and Service I & II
7. DRAFTING OCCUPATIONS
    - Trade Drafting I & II
8. ELECTRONICS OCCUPATIONS
    - Audio-Visual Equipment Repair I & II
    - Industrial Electronics I & II
    - Radio & Television Service I & II
9. FOOD TRADES
    - Baking I & II
    - Commercial Food Preparation I & II
    - Classical Cuisine & Catering
    - Food Services I & II
    - Meat Cutting I & II

TABLE 5 (cont.)

10. FURNITURE INDUSTRY OCCUPATIONS

    Furniture Construction & Finishing I & II
    Upholstery & Furniture Repair I & II

11. GRAPHIC INDUSTRIES

    Commercial Art I & II
    Commercial Photography I & II
    Offset Printing I & II
    Reprography

12. HEALTH OCCUPATIONS

    Dental Assisting I & II
    Health Services I & II
    Medical Assisting I & II
    Medical Laboratory Assisting I & II
    Practical Nursing I & II

13. HOME ECONOMICS OCCUPATIONS

    Child Care I & II
    Housekeeping Services I & II

14. INTER-INDUSTRY OCCUPATIONS

    Agricultural & Industrial Equipment Repair I & II
    Office Machine Repair Service I & II
    Small Engine Repair I & II

15. MACHINE AND METAL INDUSTRIES

    Electro-Mechanical Repair and Assembly I & II
    Machine Trades I & II
    Metal Fabrication I & II
    Welding

16. MARINE AND AVIATION

    Aircraft Maintenance I & II
    Marine Maintenance I & II

17. OFFICE OCCUPATIONS

    Banking Services (1 year course)
    Banking Services and Operations I & II
    Computer Operations and Programming I & II
    Data Processing Operations I & II

2.

TABLE 5 (cont.)

18. PERSONAL SERVICES

Advanced Hairstyling
  (½ year course)
Barber/Beauty Shop
  Management (½ year)
Cosmetology I & II
Men's Hair Styling
  (Barbering)

19. TECHNICAL OCCUPATIONS

Instrumentation I & II
Mechanical Design and
  Construction I & II
Technical Electronics I & II

20. ADDITIONAL PROGRAMS

Multi-Occupational
  Exploration
Optical Surface Grinder
  and Benchman I & II

OCCUPATIONAL WORK EXPERIENCE

Integrated with all programs to provide an opportunity for students to participate in a cooperative activity field experience.

The period 1969-70 was one of rapid growth for the secondary occupational education program. The following statistics reflect the development:[49]

	1968-69	1969-70
Numbers of Centers in Operation	1	4
Numbers of Different Occupational Education Programs Offered	18	35
Numbers of Students Enrolled	1400	2800
Numbers of Occupational Education Teachers Employed	56	120

The opening of three new centers was, in large part, possible because five school districts decided to merge their occupational curricula with BOCES. Five other school districts continue to operate their own programs much to the chagrin of the BOCES staff.

The BOCES occupational education plan includes five regional occupational centers -- one in the BOCES center and one in each quadrant of the County -- and one center for unusually sophisticated offerings, e.g., aviation mechanics. Eventually, except for six programs in office and distributive occupations, all secondary education programs would be administered by the BOCES.

In the out-of-school effort a variety of programs have been offered: e.g., a work incentive needs program for welfare recipients, a testing and counseling service, fifteen different occupational curricula, apprentice programs and basic education skills.

The occupational program for handicapped youth is also growing and serves the neurologically impaired, trainable mentally retarded and the physically handicapped.

The Occupational Education Division has ambitious plans in all three phases of its program. They expect to serve 12,000 secondary school pupils in 80 different programs by 1975, not including the adults and the handicapped. The Nassau BOCES will be one of the largest secondary school occupational programs in the country.

The occupational education program is currently (1970) using space in 16 buildings in the County. Six centers are planned, but new buildings may not be built. Leasing space in existing schools and commercial buildings seems more likely. This is an interesting and unusual aspect of Nassau's program.

The twelve chief school officers who were interviewed as a part of this study do not have a common view concerning their impact in planning for occupational education. Some of them think that the BOCES is responsive to their suggestions; others emphatically do not. Similarly, some craft advisory councils seem to have a significant impact, but others do not. It should be remembered that in the area of occupational education the BOCES has assumed and added to the functions of the VEEB. Substitution and transfer of this sort obviously involves a different kind of operation than if entirely new programs were being developed. The BOCES, for example, was bound to accept most of the VEEB staff; and staff members, obviously, influence programs.

Apparently, no serious conflict has arisen as the BOCES assumed control over VEEB programs, but controversy has developed as the BOCES adds programs that were controlled by local districts. Some, though clearly not all, of the five districts that operate their own occupational curricula apparently intend to continue to resist BOCES control. Perhaps the heart of the issue in the final analysis will be whether or not the BOCES can provide good programs for less money because of its capacity to attract State aid. If the aid formula changes so that the BOCES arrangement is less advantageous and there is some reasons to believe at the time of this writing that it will, then a greater amount of BOCES control will probably be very difficult to achieve.

Working toward the inclusion of these five "hold-out" districts consumes a major portion of the energy of the BOCES Occupational Education Division staff. A very persuasive statement has been prepared, "Merging Local Occupational Education Programs with Those Conducted by BOCES - Reasons and Expectations"; and numerous meetings on the subject have taken place.

In the meantime, overlap in the occupational education programs both for secondary school pupils and out-of-school persons does exist.

Questionnaires were sent to samples of BOCES occupational education teachers, BOCES board members, occupational education teachers from component school districts, board of education members from component school districts, union officials, and employers in the area in an effort to ascertain the extent to which these groups were involved in goal determination in occupational education. The response rate from union officials and from employers was too low to offer any insights. The researchers have no way of knowing if this lack of response was caused by ignorance of the BOCES program, indifference, a poor questionnaire, or some other factors.

Approximately 28% of the BOCES occupational education teachers did respond to the questionnaire (17 out of 60). Table 6 below summarizes their reactions.

TABLE 6

ATTITUDES OF BOCES OCCUPATIONAL EDUCATION TEACHERS TOWARD VARIOUS INSTRUCTIONAL PROCESSES: NASSAU COUNTY

Aspect	% Positive	% Negative	% Neutral
1. Process Through Which Program was Initiated	23	8	69
2. Process of Organizing New Vocational Education Courses	14	29	57
3. Process of Evaluating Courses	6	33	60
4. Process of Coordinating Planning of Occupational Programs with Other Agencies	47	6	47

These data are puzzling in terms of the extent of neutrality. Why wouldn't teachers working in a program have some view on these matters? Perhaps, part of the answer is the newness of the operation.

Table 7 reflects the fact that BOCES occupational education teachers do not feel involved in the decision making process.

TABLE 7

AMOUNT OF PARTICIPATION REPORTED BY BOCES OCCUPATIONAL TEACHERS IN VARIOUS ASPECTS OF AREA OCCUPATIONAL PROGRAMS: NASSAU COUNTY

Aspect	Total to Considerable Involvement	Moderate to Little Involvement	No Involvement
1. Involvement in Decision to Instigate Area Occupational Programs	0%	0%	100%
2. Determining Types of Vocational Courses Offered	8%	23%	69%
3. Evaluating Vocational Programs	23%	31%	46%
4. Selecting Locations of BOCES Buildings	8%	0%	92%
5. Planning for BOCES Buildings	14%	8%	78%
6. Determining Local Share of BOCES Costs	0%	0%	100%
7. Coordinating Vocational Efforts of BOCES with Occupational Programs Offered by Other Local Agencies	0%	66%	33%
8. Integrating BOCES Vocational Programs with Vocational Programs of Local School Districts	0%	25%	75%

Combining data of these two tables suggests that the BOCES teachers are typically not involved to a significant degree, but that better than two-thirds of them are not particularly dissatisfied with this arrangement.

The same thing might be said for occupational education teachers from the component schools. They have not been involved except in rare instances in determining any aspect of the BOCES program, but they are neutral in their attitudes toward the procedures. More surprising, local school board members share this view; and most surprising, so do the three BOCES board members who replied to the questionnaire. One of the three said that he had had "moderate to little involvement" on two of the eight variables listed in Table 8. No one reported that he had been "totally or considerably involved"; thus, on six of the eight variables, the three board members said that they were simply uninvolved. Yet, none of the three had a negative view concerning the processes for making decisions related to occupational education. (It is disappointing that only three of the nine board members responded.)

Again, perhaps the answer to this phenomenon is the recency of the BOCES; or, perhaps, it is the result of the confidence people have in the BOCES leadership. One chief school officer seemed to be speaking for many of the people contacted about BOCES occupational education when he said, "The operation and planning of the BOCES occupational program is in very good hands. I am content to let them run it." Also, of course, it is possible that people are not particularly interested in occupational education, and they prefer to have someone else "worry with it."

In Educational Technology

The BOCES, largely through TEC, has some interesting activities in the field of educational technology already underway, and a great many others are anticipated. At this point, however, except for data processing, BOCES actually plays a minor role in terms of the total use of educational technology in the County. This is partly because these Nassau school districts make wide use of educational technology. Telephone interviews with 12 school leaders have convinced these researchers that the component school districts have ambitious plans for BOCES in this regard; yet, to date, no significant amount of cooperative goal setting or planning has been accomplished in this area. (One innovative BOCES/TEC program is described below.)

Less than half (1969) of the districts are using the data processing services provided by the BOCES. Even among the school districts that are availing themselves of these services, little cooperative planning was evidenced. It appears that the services are offered pretty much on a "like it or make other arrangements basis." Costs of the services arouse a good many complaints. It should be noted that many commercial data processing services are readily available in this location. These firms offer competitive services and prices.

The major factor in thinking about the future in data processing seems to be that Nassau County will be one of three BOCES in the State to operate one of the regional data processing centers. There seems to be no doubt that providing computer services of this sort will become an even more significant part of the BOCES operation than they are now.

Data processing services and other uses of educational technology do not seem to be the result of deliberate regional planning. A school district asks for a service and BOCES/TEC grants it or not, depending on the circumstances; or, BOCES/TEC promotes a service that is either accepted or rejected by the component school districts. This is an area of great potential for regional cooperation.

In In-service Education

Interviewees, including chief school officers, BOCES personnel, lay educational leaders and higher education personnel, were generally agreed that insufficient in-service opportunities were available for the educational personnel of the County. They also tended to agree that duplication of effort exists. There was little agreement, however, about who could best provide in-service opportunities. The staff of the BOCES, particularly of TEC, perceive an important role for the organization in this area. Some school leaders agree; others, forcefully, do not. One chief school officer said in-service education was definitely a local matter, and another said it was up to the colleges. Little cooperative planning exists.

Questionnaires were administered to a sample of teachers to ascertain the degree to which they had been involved in goal determination in this area. They were also asked to record their opinions concerning the available in-service experiences. The results of these questionnaires are shown in Tables 8 and 9.

TABLE 8

PARTICIPATION OF NASSAU COUNTY TEACHERS IN ASPECTS OF IN-SERVICE EDUCATION PROGRAMS

Decision	% Great Participation	% Considerable Participation	% Moderate Participation	% Little Participation	% No Participation
1. Deciding to Have the In-service Program	3	6	9	7	75
2. Deciding Who Would be Eligible to Participate	1	3	4	4	88
3. Selecting Course Content and Procedures	3	3	6	10	78
4. Choosing Staff	2	0	4	4	90
5. Planning for Any Changes Necessary to Carry Out the Program	2	1	4	5	88
6. Deciding Organizational Routines	3	3	5	5	84
7. Evaluating the Course	6	9	21	18	46
8. Suggesting Changes in Future Programs	4	6	18	18	54

TABLE 9

OPINIONS OF NASSAU COUNTY TEACHERS TOWARD ASPECTS OF IN-SERVICE EDUCATION PROGRAMS

Aspect	% Positive	% Negative	% Neutral
1. Process Through Which Program was Initiated	34	19	46
2. Process Through Which Program was Organized	32	25	43
3. Qualifications of Agency Conducting Program	60	7	33
4. Process of Evaluating Program	23	27	50
5. Opportunity of Participants to Affect Direction of Future Courses	22	34	44
6. Relevancy of Program to Participants Work	61	26	13

It is clear from these data that teachers are not involved in planning and operating their own in-service education opportunities. It is also apparent that from one-fifth to one-third of them are displeased with the opportunities that now exist. The information in the tables does not indicate the popularity of the TEC in-service programs, but the rapidly increasing participation in these offerings suggests that this is the case.

TEC has bold plans for in-service programs. It would like to provide and/or coordinate a "supermarket full of opportunities" from which local schools and individual teachers can select. Programs of many sorts have already been offered, e.g., elementary science, black studies, sex education, drug education, a very extensive social studies K-12 effort, urban education, modern math, the arts, etc., etc. The scholar in residence program seems particularly popular.

Nassau Community College has been active and hopes to become even more active in in-service programs for public school and BOCES personnel. This seems surprising because teachers tend to want to go to colleges where they can obtain graduate credit. Nevertheless, there already has been a highly productive cooperative effort on in-service education with SOBSEC (South Oyster Bay Supplementary Education Center), a consortium of area schools that is now a part of BOCES.

The private universities of Long Island are also heavily involved. Apparently, Hofstra University is particularly active. This institution works closely with the Nassau County

School Boards Association.

Local school districts, particularly the affluent ones, are actively engaged in providing in-service opportunities. Indeed, most of the financial support for in-service programs of all sorts comes from local school district budgets.

But, all of this activity seems to be disjointed and uncoordinated. More opportunities seem to be needed, more cooperation is required, and more teacher involvement seems desirable.

Other

In special education, in adult education, in administrative services, indeed, in all other areas, the picture seems to be about the same--little cooperative goal determination is occurring, yet people are generally satisfied with what is happening.

The BOCES is too new, of course, to provide any major evidence on goal modifications. When changes have to be made, this may be the point at which the "honeymoon will be over." That is, the first time major changes are made in the priorities of the BOCES may be the point at which much greater lay and professional involvement is required.

One change that has already occurred provides some cause for concern. TEC has been operating in such a way as to foster the clustering of schools; yet more recently it has encouraged individual school districts to make specific research and development requests. This does not seem to be in the best interests of regionalizing educational services. Even more overlap and duplication may result.

In addition to the specific and general BOCES/TEC goals already mentioned, one or more Nassau County school men have recommended certain other objectives. Among them are several services the BOCES should initiate or increase: opportunities to use and experiment with TV; mobile exhibits and demonstration facilities; a common calendar; centralized library processing; instructural media assistance; and computer-assisted instructional programs. Social and psychological services and services for children requiring remedial assistance should also be expanded through the BOCES. Some administrators suggested special schools for "disturbed children," and classes and schools for the gifted. Outdoor and conservation education and the performing and visual arts also demand inclusion in BOCES schemes.

Curriculum development should be expanded, and the BOCES should act as a curriculum distribution center. A much-needed curriculum library should be instituted.

School men felt the BOCES should turn its attention toward greater cooperative efforts with Nassau Community College and with the County's private schools. Increased liaison with various community agencies and clinics is also required.

Greater cooperation with local industries and businesses should be a BOCES goal. Special short-term training courses for local industries are suggested as offerings to be included in the occupational programs. Such courses would be funded by the industries. Expanded adult education programs are also necessary.

Fiscal and other administrative considerations demand greater BOCES attention. Since funding arrangements between the BOCES and the component districts need considerable improvement (some misunderstanding and hostility exist), some educators suggest central financing--taxation, and collection and distribution of funds--be carried on by the BOCES. Cooperative purchasing was also deemed to be necessary; and the BOCES should coordinate all Title I and Title II activities in the County. Indeed, some interviewees argued that the BOCES should be the coordinator of all outside funds.

More detailed long-range planning should be undertaken by the BOCES for all the educational agencies of the County. Lines of authority and communication within the BOCES units and between BOCES and other agencies need to be improved. Some felt the BOCES could help in consolidating the County's several school districts; but most interviewees were persimistic on this point. The BOCES is actually believed by some to be a deterrent to consolidation, and only an act of the State legislature will effectuate such a reorganization.

And finally, school men pointed to the need for the BOCES to become a united lobbying force to obtain what is needed for Nassau County from local, State and national sources.

4. INNOVATING AND INNOVATIONS

In Occupational Education

Nassau County BOCES Division of Occupational Education is deeply involved in planning for the future, necessarily so since planning has not existed in the past except under different administrative arrangements. New curricula and new administrative arrangements are being examined and instituted. In short, innovation is commonplace. The Occupational Education Plan for Nassau County - Implementation: Curriculum and Costs published in 1968 is a detailed five-year projection of these ambitious plans both in terms of programs and facilities. The leadership for these developments seems to come primarily from the BOCES staff.

The titles of the occupational education offerings do not suggest any radical departures in the curricula. But, if occupational education is to prepare people for existing jobs, one would not expect innovative titles. Even so, the total concentration of course offerings provides an impressive and unusual array of possibilities; and some innovative efforts are present. For example, the Division of Occupational Education in cooperation with Hofstra University is offering an in-service program for teacher assistants. This is reputed to be the first such program in the country. In addition the BOCES has offered an auto mechanics program cooperatively with two auto manufacturers using the facilities of the companies. (The participating students had to commute to Westchester County.) Further examples of innovative behavior are seen in close cooperation that exists between the Divisions of Occupational and Special Education and the close ties between Occupational Education and TEC.

In Educational Technology

The schools of Nassau County are comparatively innovative as measured by their use of educational technology. For example, according to the Basic Education Data System of the New York State Education Department, the 12 school systems included in the sample of this research were heavily committed to the use of educational technology in the Fall of 1968 (see Table 10).

TABLE 10

SCHOOL SYSTEMS USING EDUCATION TECHNOLOGY
IN NASSAU COUNTY, FALL, 1968[50]
(BASED ON SAMPLE OF 12 SCHOOL DISTRICTS.)

Innovative Practice	Percentage Using the Practice
1. Language laboratories	100%
2. Special audio-visual rooms	100%
3. Open circuit TV	75%
4. Video tapes	55%
5. Closed circuit TV	17%
6. Computer-assisted instruction	8%

A series of 22 telephone interviews with personnel from private secondary schools and post high school institutions revealed that approximately one-half of these schools and colleges are using television and computers in their instructional and/or administrative efforts. This too is high compared to other New York State locations included in this study.

Nevertheless, there is almost no cooperation among these institutions on matters related to instructional technology. The Roman Catholic schools are apparently discussing a diocesan television network, but one spokesman thought this might be "years away." Some favorable references to TEC were made by a few of the respondents. Educators from private schools seem to be quite anxious to obtain public support for their efforts in educational technology.

Of the 12 school districts included in the sample, eight responded to a short questionnaire concerning educational technology. They indicated that the BOCES has been of little help in terms of educational technology to date, but that they would like help in the future. One district representative mentioned a small TEC library collection on the visual arts in a very positive way. However, the respondents seemed to be in conflict over the role BOCES/ TEC should play in this area. Some want leadership, but one assistant superintendent spoke for at least some others when he said, "We don't want BOCES leadership on educational technology. We want them (BOCES) to get State financial support for what the school districts want to do."

Nevertheless, TEC is doing some interesting things in educational technology. One of these is the Mobile Instructional Media Center - a Vehicle for Change. The MIMC is a large truck that is moved around the County to encourage the use of various media. It includes a graphics production area, samples of instructional materials, projection equipment, media kits, work carrels, and catalogs of all sorts of instructional facilities. It is staffed by four media and materials experts. While at a school, the MIMC staff works with every teacher and administrator. Students and members of the community also become involved. Before they move on to another school, the staff helps the school personnel develop their own educational technology program. Reactions to MIMC from at least three area educators were highly favorable.

In In-service Education

TEC, area colleges and local school districts are providing in-service programs that are apparently of high quality.

However, no evidence was uncovered of particularly innovative programs. The subject matter of the in-service efforts previously mentioned would indicate that TEC is staying abreast of changes in the curriculum.

Other

In addition to the specific programs mentioned above, the 12 school districts included in this sample reported the following innovations:

TABLE 11

SOME INNOVATIVE ACTIVITIES REPORTED BY 12 NASSAU COUNTY SCHOOL DISTRICTS, 1968[51]

Innovative Practice	Percentage Using the Practice
1. Independent study activities	83%
2. Programmed Learning	55%
3. Non-graded (elementary)	42%
4. Non-graded (secondary)	16%
5. Pre-kindergarten programs	75%
6. Modular scheduling	50%
7. Intercultural relations - instructional programs	75%
8. Trial school for some new State curricula	100%
9. Developed at least one new course in 1967-68	100%
10. Use of an outside consultant on curriculum at district expense, 1967-68	83%
11. Participation in at least one ESEA Title I project, 1967-68	100%
12. Participation in at least one ESEA Title II project, 1967-68	91%
13. Participation in at least one ESEA Title III project, 1967-68	83%

The school districts of Nassau County seem to want changes; and the staff of the BOCES, particularly, TEC, seem to want to be "out in front" of the local districts. Nassau County will probably continue to be a leader in this regard. This is not to say that all districts are equally interested in or acceptant of change.

5. SYSTEM RELATIONS

In Occupational Education

The New York State Education Department insists that a BOCES should have a Citizens Advisory Council for Occupational Education if it offers curricula in this field. The Nassau BOCES was slow to develop such a Council with the apparent indulgence of the State. The Council was not finally approved by the BOCES Board of Education until February of 1970. It is a nine-man group of influential citizens representing a wide range of interests.

In addition, 14 Occupational Education Advisory Committees are operating. One for each of the 14 "families of occupations" that are represented in the instructional programs of the BOCES (1970). Over 150 persons from the professions,commerce, labor, industry and government are involved in these committees. Each committee determines its own operational procedures, but they all meet at least once a year to review current and future needs. As would be expected, some of the committees are far more active than others.

The staff of the Division of Occupational Education also claims to have a close working relation with the three district superintendencies of neighboring Suffolk County; the Department of Occupational Education Supervision of the State Education Department; and local, State, and national governmental agencies concerned with the field of education and training for jobs. The Occupational Education staff frequently meets with groups of local school administrators and directors of adult education. Perhaps, the closest relation is with the counselors of area secondary schools. The Director of the Division of Occupational Education believes that involving the guidance personnel is absolutely essential for the effective operation of the program.

The Director also spoke of cooperatively developed programs with Nassau Community College (a kind of "junior executive" in distributive education) and with SUNY Agricultural and Technical College at Farmingdale. But, he warned that both of these institutions seem to be primarily interested in highly sophisticated programs. One position on the Citizens Advisory Council for Occupational Education is intended for a representative of the public colleges of the County and another is planned for a spokesman of the private colleges.

As noted earlier, a large effort is being made to convince the five school districts still operating their own occupational education programs that they should merge with the BOCES. Frequent and prolonged contacts between the professionals and the laymen involved have been necessary.

Nearly everyone with whom discussions were held believes that the occupational education programs have not been adequately evaluated. (Of course, they are new.) The advisory groups, or some of them, are beginning to work on this problem.

In Educational Technology and In-service Education

The Education Council, as a Title III center, has a policy making Board that meets approximately once a month. Public and private school educators are involved. Subcommittees of this Board work together regularly and frequently. The TEC staff believes that the work of the Board materially increases the effectiveness of the organization.

TEC has worked with and through local teacher associations, colleges and its own Board in planning the apparently successful in-service programs. For example, there now exists (1970) a School-University Advisory Council on the education of teachers. TEPS and other regional professional associations are involved. BOCES/TEC apparently provided the initial leadership.

In spite of these and many other attempts (including an interesting newsletter) TEC does not seem to be sufficiently well known by classroom teachers and members of the community. The BOCES, generally, and TEC, specifically, still have an identity problem. This point has been made previously, but it seems to warrant repeating.

Having the Title III center become an active research and development arm of the BOCES is an intersting arrangement. While it is always possible that an internal organization will not be able to take an unbiased look as its affiliated units, this potential disadvantage seems to be outweighed by the advantage of close and direct ties between operating and research divisions. (TEC's Director is also the Deputy Superintendent of the BOCES; he is well-informed about the total organization.) Such an arrangement may well be exportable to other regions. It has the added advantage of partially bridging the separation of church/state gap, at least, as long as Title III moneys are available, Reactions of school people to TEC were mixed; most, however, were favorable. Little of the negative criticism that was heard was directed at specific accomplishments, but rather to the fact that the school men, particularly, wanted more done. Perhaps the most disappointing response was that many interviewees were not very well informed regarding TEC's functions. Generally, people thought highly of TEC, but their knowledge of it was limited. Again and again, school leaders reluctantly admitted that most of their staffs would not even be able to identify TEC's functions. Sharp criticism was also heard of the limited amount of private foundation funds TEC has been able to attract.

Others

Nassau County is apparently richly endowed with professional planning facilities. The Nassau-Suffolk Regional Planning Board is available and so is the Nassau County Planning Commission. Both employ professional planners. Interviews with the directors of both of these offices led to the discouraging finding that schools in the County have almost no contact with these facilities. Indeed, the interviewer was told that an effort was made in 1960 to obtain a formal relationship with the schools, but only three districts in the County showed any interest in the plan. The effort was abandoned. The Nassau-Suffolk Regional Planning

Board has provided some services to the Nassau BOCES on the location of sites, but this interaction has been limited and only partially successful.

BOCES is frequently the topic of the monthly meetings of the chief school officers. Most of them think the meetings are highly valuable.

The Nassau County BOCES Board has become far more active recently. During the first year of operation, this Board appears to have been fairly passive. Now (1970) it holds long meetings nearly every week. The District Superintendent has encouraged Board members to become deeply involved. Nine members make up the board; some are local school board members and some are not.

BOCES leadership in Nassau is pleased that the BOCES executive officers and BOCES Board members throughout the State are beginning to work together more effectively. In spite of the vast differences among the many BOCES, they do have common needs that can best be met by united action. Some needed improvements according to Nassau educators follow:

--High State aid levels must be re-established for BOCES programs, and the percentages must not be changed from year to year.

--The State building aid formula must be changed to account for the fact that facilities for occupational education and special education cost more per square foot to build than do regular classrooms.

--The State needs to improve the quality of leadership it provides for regionalizing education. One office in Albany does not know what another office is doing; or, perhaps even more serious, one office is "pulling one way and another is pushing in the opposite direction."

--The transportation policy of the State also needs to be revised if the State Education Department wants to promote regionalism.

--The policies for temporary, year-to-year, requirements for curriculum approvals need to be amended.

--Finally, money should be immediately forthcoming for programs that have been promised, e.g., the communications center.

The task of providing even a modest amount of regional coordination of education in Nassau County is beset with problems, e.g., some fiercely independent and conservative local districts, sharp inequalities of wealth and resources, a pattern of inadequate interaction among the parties who should be involved, etc.; but, perhaps, this compact, densely-populated, wealthy, education-minded area should become the successful model of the intermediate district for others to emulate. The potential is present.

FOOTNOTES TO CHAPTER II

NASSAU COUNTY

[1] *Population, 1960-1965* (Nassau County Planning Commission, Mineola, New York, 1968).

[2] *Existing Land Use* (Nassau-Suffolk, Regional Planning Board, 1968), an interesting and quite detailed study of current and projected land use in Nassau County.

[3] *Aspects, An Analysis of Social, Economic and Housing Characteristics of Nassau County, Long Island, New York* (Nassau County Planning Commission, 1962) p. 4.

[4] *Ibid.*, p. 1.

[5] *Ibid.*, p. 7.

[6] *Ibid.*, p. 4.

[7] *Ibid.*, p. 4.

[8] *Ibid.*, p. 2.

[9] *Ibid.*, p. 4.

[10] *Ibid.*, p. 2.

[11] Samuel F. Thomas, *Nassau County; Its Governments and Their Expenditures and Revenue Patterns* (City College Press, 1960).

[12] *Ibid.*, p. 96.

[13] *Aspects*, p. 2.

[14] *Ibid.*, p. 9.

[15] *Ibid.*, p. 11.

[16] *New York State Business Fact Book* (New York State Department of Commerce, 1967-68), p. 5.

[17] *Ibid.*, p. 29.

[18] *Nassau-Suffolk District, Business Fact Book* (New York State Department of Commerce, 1967), p. 24.

[19] *Better Rail Service for Nassau County* (Nassau County Planning Commission, June, 1963).

[20] The most complete study uncovered was the "Nassau County Comprehensive Air Pollution Survey Report" (Nassau County Department of Health, November, 1964).

[21] Arturo Gonzalez, *Eugene H. Nickerson: Statesman of a New Society* (Heineman, Inc., 1964), p. 136.

[22] According to the *Nassau-Suffolk District, Business Fact Book* (New York State Department of Commerce, 1967), p. 21, the County compares favorably with the rest of the State in terms of the availability of physicians and dentists.

[23] Gonzalez, p. 139.

[24] According to the *Annual Educational Summary - 1966-67* (New York State Education Department), p. 163, the total general and federal aid fund expenses per child ranged from $869.68 to $1,549.91.

[25] *Survey of Enrollment, Staff, and Schoolhousing, Fall, 1968* (New York State Education Department), p. 18.

[26] *Ibid.*, p. 19.

[27] *Ibid.*, p. 6.

[28] *Studies of Public School Support* (New York State Education Department, May, 1969).

[29] "Financial Summary" (New York State Education Department, 1962).

[30] *Annual Educational Summary - 1966-67*, p. 149.

[31] *Studies of Public School Support*.

[32] *Ibid.*

[33] *Ibid.*

[34] *Aspects*, p. 3

[35] *Ibid.*

[36] _Ibid._, pp. 14-16.

[37] Basic Educational Data System, New York State Education Department, 1968.

[38] _Annual Educational Summary_, pp. 191 and 193.

[39] Basic Educational Data System, New York State Education Department, 1968.

[40] _A Study of the Plans of New York State High School Graduates, 1968_ (New York State Education Department).

[41] _Survey of Nonpublic Schools, New York State, 1967-68_ (New York State Education Department, 1968).

[42] _Long Island Press_, July 30, 1969, p. 19.

[43] _New York Times Encyclopedic Almanac, 1970_, pp. 522-537.

[44] _World Almanac, 1969_, p. 338.

[45] _Ibid._, pp. 319-339.

[46] _Education in Levittown_ (New York State Education Department, 1962).

[47] SCORE Newsletter, Mineola, New York, 1966.

[48] _Development Document of 1968_, State University of New York, p. 246.

[49] "Programs and Plans," Nassau County BOCES, 1970.

[50] Basic Educational Data System.

[51] _Ibid._

CHAPTER III

MONROE REGION

The region of the Monroe County First Supervisory District Board of Cooperative Educational Services (BOCES 1) is located on the eastern side of the County.

1. BACKGROUND

The Rochester City School District forms the northern half of the western boundary of BOCES 1 and the Second Supervisory District of Monroe County forms the southern half. The northern boundary is Lake Ontario; Wayne County is to the west; Ontario and Livingston Counties are to the south.

Some of the socio-economic information for this precise region that was desired was unavailable, so the following data are for several different areas. Two definitions seem to be required. The Rochester Standard Metropolitan Statistical Area (S.M.S.A.) includes four counties -- Monroe, Livingston, Orleans and Wayne. The Rochester Economic Area comprises nine counties, the four named above plus Ontario, Genesee, Wyoming, Yates and Seneca. These various data bases will be labeled clearly when they are employed.

Because Monroe County is a part of the Great Lakes plain, it is generally flat. Along the southern edge of the County, however, the land begins to take on the more hilly characteristics of the Finger Lakes Region. The Genesee River bisects the County.

The transportation facilities of the County are excellent. In fact, transportation networks have probably played a more important role than any other single factor in the early economic health and in the continued development of the region. Rail, highway and canal routes have been forced to go north of the Finger Lakes and the Appalachian plateau region to connect eastern New York with the West; thus nearly all such routes transverse Monroe County.

Today the region is served by water both through the New York State Barge Canal system (the Erie Canal was its predecessor) and the Port of Rochester. The Port is a part of the St. Lawrence Seaway with a 23 foot deep harbor and a 600 foot turning basin. (The harbor is at the mouth of the Genesee River.) The canal system connects much of upstate New York, but it has declined in economic importance in recent years. However, both of these waterways are important as sources of recreation as well as for transportation.

Three commercial airlines serve Rochester, and the airport is unusually near the metropolitan core. It is, however, overtaxed and additional airport facilities are being planned. Five major railroads serve the County.

The Thomas E. Dewey Thruway crosses Monroe south of the city of Rochester. An expressway system will connect with the three Thruway exits in the region and tie the metropolitan area to this super road. Much of the housing and shopping center development in the area has taken place along these expressways. The Genesee Expressway, which is under construction, will be a direct connection with the Southern Tier and Route 17. The Lake Ontario Parkway ties the densely populated metropolitan area to recreation facilities on Lake Ontario to the northwest. Over 100 trucking firms have depots in the metropolitan area.

The Rochester Economic Area (nine counties identified previously) had a population of more than 940,000 persons in 1960 -- roughly five and one-half percent of the population of New York State.[1] The Rochester S.M.S.A. had approximately 733,000 persons.[2] (The Rochester Metropolitan area is the fastest growing S.M.S.A. in the State.) Over 57 percent of the population of the Rochester Economic area is concentrated in the urban cluster in and around the city of Rochester.[3] The city itself is in Monroe County; and the population density of Monroe, 871.3 persons per square mile (1960), makes it one of the most densely populated counties of the State. (The average for the State was 350.1.)[4] Of a working force of 243,000 civilians in 1960, only 13,750 commuted into Monroe County each day. The rest lived in the County.[5] The median age of the population in the Rochester area was 31.7 years in 1960, younger than the State average of 33.1 years.[6]

Table 1 gives some comparative data regarding the population of upstate New York, the Rochester Economic Area (nine counties), and Monroe County.

TABLE 1

POPULATION CHARACTERISTICS OF THE ROCHESTER, NEW YORK, REGION IN 1960[7]

Area	% Urban	% Rural		Median School Years Completed	% of Population over 25 Completing 4 or More Years of College	% Population Under 21	% Non-White
		Total	Non-Farm				
Upstate (all but New York City, S.M.S.A.)	64	36	30	10.7	7.7	38.3	3
Rochester Economic Area (9 counties)	68	32	26	10.9	8.3	37.7	3.5
Monroe County	87	13	12	11.2	9.5	37	4

Perhaps, it should be further noted that nearly all of the non-white residents of Monroe County live in the City of Rochester -- 96.5% in 1964[8] -- mostly in compact and crowded ghettos within the City. (The Black population of the Rochester schools amounted to 28.9% of the total in 1968-69, a growth of 4.4% since 1960.[9])

Growth predictions for the County vary depending on the source. One estimate is as follows: 1970, 699,000; 1975, 751,000; 2000, 1,052,000.[10] This is a more rapid growth than is predicted by the same source for the State as a whole.

The Rochester Economic Area (nine counties) ranks first among the 12 economic regions of New York State in terms of agricultural income and third in terms of manufacturing.[11]

In agriculture the area has achieved national importance for the production of apples and cherries. Better than 40% of all commercially grown fruits and nuts in the State come from the Rochester Economic Area.[12] Other major agricultural commodities, in the order of their economic significance, are dairy products, field crops, vegetables, poultry products and nursery plants.[13] Over 62% of the total land area is used in agricultural endeavors while the upstate average (excluding the New York County S.M.S.A.) is 41.5%. Even in the most urban County of the nine counties, Monroe, 46% of the land is devoted to agricultural production.[14]

The manufacturing base of the area is diversified and healthy. The major products in order of the number of people employed are: instruments, electrical machinery, food, apparel, fabricated metals, printing and publishing, stone, clay and glass, transportation equipment, and paper and paper products. Among the major manufacturers are Bond Clothes, Eastman Kodak, Fasco Industries, General Dynamics, General Electric, General Motors, General Signal, Gleason Works, Hart-Schaffner & Marx, Sybron Corporation, Taylor Instrument and Xerox.

The Rochester Economic Area is one of the world's leading producers of cameras, film, projectors, photocopying equipment, chemicals, dental equipment, measuring instruments, optical instruments, communications equipment and men's clothing.

In addition to agriculture and manufacturing, the area adds to its economic health through an extensive research industry, wholesale and retail marketing facilities, productive service industries, and as a center of recreation, higher education, and aesthetic opportunities.

The per capita income in the County is high, only Nassau and Westchester counties outside New York City were higher ($3,437) in 1965.[15] The Rochester metropolitan region had the lowest unemployment rate (1965) of any S.M.S.A. in the State -- 2.3%, -- while the State average was 4.2% in 1965.[16]

Professional services -- medical, legal, business, artistic, etc. -- are more readily available in the Rochester area and, particularly, in Monroe County than in most parts of New York State, and the State is a leader in this regard.[17]

The New York State Education Department uses three alternative measures of the fiscal ability of a district to support public education. They are (1) per capita personal income, (2) net taxable personal income per capita and (3) New York State personal income tax liability per capita. Monroe County ranks third among New York State counties on all three criteria. In terms of the full value of property per capita, the County ranks ninth among New York State counties.[18]

This, then, is an affluent County. Furthermore, the eastern and south eastern parts of the County, which are in

BOCES 1, include the wealthiest portions of the area. For example, in 1960 1% of the families of upstate New York had an annual income of over $25,000. For Monroe County this figure was 1.6%. For the Town of Pittsford 8.9% were so endowed, and for Brighton the figure was 9.7%.[19]

Politically the region is largely Republican. Approximately 178,000 Republicans and roughly 81,000 Democrats were registered in 1966 in Monroe County.[20] The County government is overwhelmingly Republican, and even the City of Rochester elected a Republican majority in 1969. The latter occurred in the face of a Democratic sweep in most New York cities. Interestingly enough, in spite of the large Republican enrollment, which suggests a conservative view, the County gave the smallest percentage (3.5%) of votes to George Wallace of any of the eight counties studied in this report.

The governmental structure of Monroe is complex. The local governmental units in 1966 were: the County of Monroe, the City of Rochester, 19 Towns, 10 Villages, 18 school districts, and other fire, street lighting, sewer, drainage, water, refuse and garbage, park, health, and housing districts too numerous to mention. Metropolitanism in a governmental sense has made some strides in Monroe County in recent years, and there are some signs that more progress is imminent in this regard. This is due in part to the fact that for the first time in several years, the City and County governments are controlled by the same political party. An example of their cooperation is the serious consideration being given to the creation of a single police force. Also, leaders of both the City and the County governments have accepted the notion of County responsibility for all the bridges over the Genesee River whether or not they are in the City. A regional transportation authority already exists and is in the process of buying the City Transit Company. Water resources are also coordinated on a County basis; and single County purchasing agency appears to be imminent.

Monroe is one of eight counties of the Genesee/Finger Lakes Region (part of the New York State regional planning system administered by the Office of Planning Coordination). The headquarters for this agency is in downtown Rochester. The City Planning Office and the Monroe County Planning Council are also located in the central part of the City.

(The professional planners who were interviewed perceive no duplication among these three planning agencies. They said that the directors meet frequently -- at least every other week. In addition, they serve on each other's advisory boards.)

The nine-county region is richly endowed in terms of recreational and aesthetic activities. County and State parks are readily available. Winter and summer sport opportunities are abundant. The City of Rochester is reknowned for its musical activities. Museum facilities are unusually good, and the Monroe County Library system is reputed to be among the best in the State.

Nevertheless some significant social and economic problems exist in Monroe County. Among the most serious -- pollution of the air and, particularly, of the waters of the County is reaching alarming proportions. All the Lake Ontario beaches owned by the City have been temporarily closed, and the last few miles of the Genesee River have repeatedly been called an open sewer. Racial tensions have erupted in one major period of violence. The situation is simmering. Low and middle cost housing is badly needed, but little housing of this sort gets built. Public transportation is greatly in need of improvement. The list of problems goes on, but suffice it to say that all of these problems and most of those unmentioned are tied to the fact that metropolitan planning and development is insufficient. Overlap and disparities are the result.

2. EDUCATION IN THE REGION

General Background

Monroe County has 18 school districts. Among them is the City of Rochester district, which comprises slightly more than one-third of the public school enrollment in the County. Ten districts make up BOCES 1. Seven are in BOCES 2. BOCES 1 contained slightly less then two-fifths of the County enrollment.[21] All but one of the districts in BOCES 1 are superintendencies.[22] Eight districts are independent central units, and one is an independent union free district.

The staffing and enrollment data for the four school systems of the BOCES 1 included in the sample are shown in Table 2.

TABLE 2

ENROLLMENT AND STAFFING IN SAMPLE DISTRICTS, MONROE BOCES 1, FALL 1968[23]

District - Popular Name	Enrollment		Staff
Brighton			
Elementary	2425		
Junior High (7-9)	1061		
Senior High (10-12)	1071		
Total		4557	260
Honeoye Falls			
Elementary	871		
Junior High (7-9)	374		
Senior High (10-12)	222		
Total		1467	90
Rush-Henrietta			
Elementary	6103		
Junior High (7-9)	2053		
Senior High (10-12)	1481		
Total		9637	496
Webster			
Elementary	4819		
Junior High (7-9)	1902		
Senior High (10-12)	1540		
Total		8261	462

The sample happens to include both the largest and smallest school districts in BOCES 1. Almost all of the districts of BOCES 1 are rapidly growing suburban school systems, with the exception of one small village district (not included in this sample) that has little space for further growth.

The data in Table 3 record what happened to the class of 1967 for the school systems included in the Monroe BOCES 1 sample.

TABLE 3

POST-GRADUATION DISTRIBUTION OF THE CLASS OF 1967 OF FOUR SCHOOL DISTRICTS IN MONROE BOCES 1[24] COMPARED WITH POST-GRADUATION STATE DATA FOR THE GRADUATING CLASS OF 1966.[25]

Current Activity	% of Sample Monroe 1[24]	% of New York State[25]
Attending 4-year colleges in New York	21	21
Attending 4-year colleges outside New York	16	11
Attending 2-year colleges	21	18
Attending other post-secondary institutions	5	8
Employment	20	NA
Military	2	NA
Dropouts	14	NA
Other	1	NA
Not entering post-secondary	37%	42%

These figures indicate, of course, that a higher percentage of Monroe County youngsters from these four school systems go on to college than from the rest of the State. The figures do not, however, reflect the pronounced differences among the four districts within the sample. For example, one school district of the four sent 64% to four-year colleges while another sent 29%; and, one district had a 3% dropout rate while another had almost 30% leave before graduation.

Staffing of these schools is not very unusual in terms of New York State standards, although there is a slightly higher ratio of professionals to students than the State average. Salaries, amount of education, and amount of experience, are also slightly higher than the average. However, the Rochester area does not seem to stand out at either end of the continuum on these matters.[26]

Sharp differences occur among the districts of the County on what is spent per pupil. There is a difference of more than $288 between what is spent in Brighton, as opposed to what is spent in the City of Rochester; or Brighton spends approximately 28% more per child than Rochester.[27] And, of course, the City has far more children. Thus, one-third of the children in the County -

the ones, by and large, with the greatest educational need - are receiving the least amount of dollars for their education. It is true, however, that equating dollars spent and quality is risky but it does serve as one measure of effort.

The enrollment of all private schools of Monroe County in 1967-68 was reported at 39,692 pupils.[28] Only three counties in New York State have larger nonpublic enrollments. The Roman Catholic schools in the County numbered 65 elementary and 11 secondary institutions in 1965.[29] Several of these schools have been closed since then for financial reasons. A major study is underway at the time of this writing to find the means for "saving the Roman Catholic schools of the region."

A few of the other private schools of the County are: Allendale (K-12, boys); Harley (N-12, coed); Columbia (N-12, girls); Hillel (N-7, coed, Jewish); and the Rochester School for the Deaf (N-12, coed).

Monroe County citizens take pride in the quantity and quality of higher educational facilities available. Table 4 lists the largest two- and four-year institutions.

TABLE 4

FULL-TIME UNDERGRADUATE ENROLLMENT (1969), NUMBER OF FULL-TIME FACULTY (1969), AND FOUNDING DATE FOR COLLEGES AND UNIVERSITIES IN MONROE COUNTY.[30]

Institution	Full-Time Undergraduate Enrollment	Full-Time Faculty	Founding Date
1. Monroe County Community College (County, coed, 2-year)	3,745	199	1962
2. Nazareth College of Rochester (Roman Catholic, women)	1,224	87	1924
3. Roberts Wesleyan College (Methodist, coed)	661	42	1866
4. Rochester Institute of Technology (Independent, coed, undergraduate and graduate)	3,781*	260	1830
5. Saint John Fisher College (Roman Catholic, men)	1,230	103	1948
6. State University of New York College at Brockport (State, coed, undergraduate and graduate)	4,187	360	1836

TABLE 4 (cont.)

Institution	Full-Time Undergraduate Enrollment	Full-Time Faculty	Founding Date
7. University of Rochester (Independent, coed, undergraduate and graduate)	3,982**	500***	1850

*This figure would be more than tripled by the addition of R.I.T. part-time and graduate enrollment. The Institute has a functional new campus located in the BOCES 1 area.

**The University of Rochester has approximately the same number of full-time graduate students as undergraduates.

***The University is the third largest employer in the City of Rochester.

The County also has several seminaries and theological colleges including the Colgate-Rochester Divinity School and St. Bernard's Seminary. In the music field are the Eastman School, which is a part of the University of Rochester, and the Hochstein Memorial Music School. There are a variety of other post-secondary institutions representing a large range of occupations and professions -- nursing, business, beauty culture, communications, etc. It also should be noted that a second State university college, SUNY Geneseo, is located a few miles south of Rochester in Livingston County.

Regional Educational Services

Board of Cooperative Educational Services (BOCES)

BOCES 1 was established in 1956. The new building (1966) and campus are known as the Lester B. Foreman Area Education Center.* All ten school districts east of the Genesee River belong to BOCES 1. The major services of Monroe BOCES 1 are as follows:

a) Occupational education - Half-day programs in 14 courses are offered at the Foreman Center in Fairport. The enrollment in the Fall of 1968 was approximately 670.[31] There were 28 full-time professional staff members.[32] The curricula were: auto body repair, automotive service, beauty culture, carpentry, computer programming, child care, data processing, electricity -- home and industrial wiring, electronics, general food service, health service, machine service, masonry and printing. (Descriptive brochures for each of these programs are available.)

---

*Foreman was the District Superintendent of BOCES 1 until January of 1967. This leadership role capped 30 years of service in public education. At the time of his retirement, the State Education Department tried to achieve one BOCES for Monroe County exclusive of Rochester.

b) Vocational Education - Through contractural arrangements with the Rochester City schools, approximately 140 youngsters from suburban districts participate in the full-time vocational education program at Edison Technical High School.[33] The tuition for this program is usually paid through one of the two BOCES in the County.

c) Special Education - The Learning Center is the designation given to the portions of the Foreman Center campus that provide programs for students experiencing mental, emotional, perceptual or learning disabilities. There were 140[34] pupils registered in these programs in the Fall of 1968, better than 100% increase over 1967-68. Twenty professional staff members were working in the educable and emotionally disturbed program, 9 in the trainable program, 15 in the perceptually handicapped classes and 13 in the learning disabilities curricula.[35] Most of these people participate in in-service activities for the teachers in the component schools. Children with severe physical handicaps are transported to schools in the Rochester City district by the BOCES. Approximately 100 young people from non-city school districts attend hearing conservation, sight conservation and orthopedic programs.[36]

d) Mental Health Services - Sixteen psychologists and 15 social workers are employed to work with special learning and adjustment problems in the component school districts.[37] They also assist the Learning Center staff at the Foreman Center, conduct in-service programs for area educators, and engage in research, development and training projects.

e) Speech and Hearing Services -

> "Thousands of students in nine area school districts are screened annually by a staff of 28 speech and hearing therapists. Diagnosis of problems of articulation, rhythm, voice, language, hearing and perception are followed by remedial measures. . . More than 3,100 students with a speech or hearing problem were evaluated in 1966-67, resulting in a caseload of 1,900."[38]

f) Reading Service - Twelve reading consultants were employed in 1968 to work with pupils who have "reading problems" and to work with area teachers in in-service workshops, seminars and demonstrations.

g) Library Service - BOCES 1 operates extensive library services. Eight out of the ten school districts participate. The component schools make their own book selections, but from that point until the books are on the shelves, the BOCES handles the operation. BOCES personnel make certain that publishers deliver books in a reasonable time; they inspect the books, catalog them, stamp them, make cards for them, treat them for durability and deliver them to the schools ready to use. Over 100,000 books were processed during 1967-68 by the 25 library aides and two professional librarians employed by the BOCES. In addition to book processing, this facility provides library consultation services: how to plan a new library; what to do with an attempt at censorship; how to stay abreast of new materials; how to develop a reasonable library budget; how to make wise book selections; etc. The standard, but expensive, library science reference works are all available at the Foreman Center thus eliminating the need for individual schools to purchase these materials. The director of this operation is very proud of the fact that schools are charged on a per pupil basis rather than on the number of books processed. This way schools are rewarded for having good libraries.[39] The library service also handles most of the books purchased with public money for the private schools of the area.

h) Audio-visual Service - The Foreman Center operates a film library of over 1,000 films. It also handles orders and transports audio-visual materials form the Rundel Public Library in Rochester. Between these two sources, over

21,000 bookings were handled and transported during 1967-68.[40] The audio-visual service also provides in-service opportunities for area teachers; and it distributes some other aids, such as film strips, recordings, etc. There is also an instructional materials center for mentally and emotionally handicapped children which, it is hoped, will become the outstanding facility of its sort in the entire greater Rochester area. The audio-visual service maintains its own repair operation.

i) Data Processing - BOCES 1 offers data processing services of three major types:

business applications - payroll, accounting, budget preparation, inventories, etc.

student applications - scheduling, census, attendance, grading and reporting, etc.

staff applications - reports, personnel records, research data, Computer Assisted Instruction (C.A.I.) research, etc.

All ten districts use the data processing services to some extent, but the amount of use varies widely. Six of the districts are considered to be on "full service." The computer facilities are rented. Approximately 15 full-time staff are employed in this operation.[41]

j) Research - BOCES 1 has a three-man research operation that is "on call" to the ten member districts. These people also conduct institutional research studies for the Foreman Center. Space will not permit an adequate description of this facility but perhaps a listing of the studies under way at the time of the field visit will illustrate the type of operation it is: a study of the effects of busing children from low income families into a suburban district; an evaluation of an elementary science program; and an analysis of the summer school curriculum. The researchers assigned to this office will assist a district in proposal writing, determining appropriate research designs, training researchers, finding research data and locating special consultative services.

k) Continuing Education for Adults - The Foreman Center operates a technical education program for adults (men and women over 16 who are not enrolled in any high school). The courses are offered at night. Each student pays his own tuition ranging from $25 to $50 per course. The following were offered in 1968-69: basic electronics, color T.V. servicing, second class radio licensing, auto body repair, advanced automotive tune-up and repair, basic auto tune-up and repair, machine shop 1, machine shop 2, basic data processing, computer programming, keypunch operation, small engine repair, quantity cooking, and graphic arts.

1) Other Services - A good many other services are offered as requests are received. For example, there is a microfilming service for school districts that want records and other materials filmed and stored. A testing service performs standardized and local testing. Scoring and recording is also available. Many in-service opportunities are offered. A work-study program is operated by the Foreman Center; and there are some Title I and Title III projects.

Monroe Community College

Monroe Community College is located in a new ten-building complex on a 314-acre site south of the City of Rochester. The location seems ideal since it is on the "outer loop" expressway system, linking it with most of the major roads of the County. Buses connect the campus with the core of the City. There is no housing on campus, and none is anticipated -- this is clearly a commuter's college.

The College offers three types of programs: transfer, career and continuing education. Transfer programs are available to prepare graduates for completion of degree requirements at four-year colleges and universities. There is an Associate in Arts curriculum in the humanities and one in the social sciences. The Associate in Science degree is awarded in mathematics, in the sciences and in business administration. Students wanting to go to engineering colleges may elect to participate in the engineering science program and work toward the Associate in Applied Sciences (A.A.S.) degree. Forty-six percent of the 1968-69 enrollment were in one of these transfer programs.[42] More than 80% of the 1965 and 1966 transfer program graduates did go on to a four-year institution.[43]

Nineteen career programs leading to the A.A.S. degree are offered. The presently available curricula are accounting, audio-visual technology, biomedical engineering technology, civil technology, data processing, dental hygiene, electronic technology, food service administration, instrumentation technology, nursing, optical technology, police science, recreation supervision, secretarial science, and X-Ray technology.

The College claims that almost three-fourths of the graduates of the career programs engage in the occupations for which they were prepared. Another one-fifth of the career program graduates transfer to a four-year institution.[44]

The continuing education programs are for part-time students in the evening and/or, under special arrangements with employers, at other times. Both degree and non-degree offerings are provided. A wide range of opportunities are available.

Monroe Community College was founded in 1961 and moved into its new campus in the Fall of 1968. The College is primarily a regional institution. For example, of its 2,125 new full-time students who registered in the Fall of 1968, 74% graduated from Monroe County high schools and another ten percent were from secondary schools in four surrounding counties -- Genesee, Livingston, Ontario and Wayne.[45]

Enrollment data for 1967-68 and projected figures are found in Table 5.

The College has been growing rapidly. Continued growth will, if it comes about, necessitate further building either at the present campus or elsewhere. The matter of the location of additional buildings appears to be a moot point.

TABLE 5

CREDIT COURSE STUDENTS, FULL-TIME EQUIVALENT WORKLOAD, AND TEACHING STAFF OF MONROE COMMUNITY COLLEGE[46]

	Credit Course Students						Teaching Staff (F.T.E. Positions in Instructional Departments)
	Enrolled Students (Headcount)			Full-time Equivalents (Workload)			
	Full-time (Fall)	Part-time (Fall)	Total (Fall)	Fall	Annual Average	Percent Off Campus and Evenings	
1967-68	2,956	1,882	4,838	3,745	3,425	---	199
1971-72	4,800	3,100	7,900	6,090	5,570	---	346
1975-76	5,900	3,780	9,680	7,475	6,835	---	456

The Genesee Valley School Development Association (G.V.S.D.A.) and the Genesee Valley Regional Supplementary Educational Center(G.V.S.E.C.)

G.V.S.D.A. is an outgrowth of a school study council that was formed in 1948. It has operated for the last five years on a provisional charter as a non-profit educational corporation. (A permanent charter was issued by the New York State Board of Regents in June of 1969.)

G.V.S.D.A. serves public school districts of nine counties surrounding the City of Rochester, i.e., Monroe, Orleans, Genesee, Wyoming (no member districts at present), Livingston, Ontario, Wayne, Yates and Seneca. Six public and private area colleges and universities are also members. More than half of the public school pupils of the nine-county area attend schools affiliated with G.V.S.D.A. Forty-three out of a potential 72 districts belonged in 1968. All seven of the BOCES in the area participate at least on a partial basis.[47]

G.V.S.D.A. perceives the in-service education of professional and nonprofessional staff members as its major function. However, the range of services it provides is extensive. No attempt will be made to list all of the activities of this organization, but an outline of the major accomplishments achieved from September, 1967, through May, 1969, may provide some insight into the variety of services.[48]

TABLE 6

G.V.S.D.A. ACCOMPLISHMENTS, 1967-69[49]

In-Service Activities

a. Conducted more than 60 workshops in numerous centers - wide range of topics
b. Up-dated file of international film resources
c. Maintained annual book examination centers in three locations
d. Published monthly Tables of Contents, reprint of indices to 55 professional journals
e. Distributed photo copies of periodic articles requested
f. Operated extensive professional library including the preparation of bibliographies
g. Made arrangements for over 2,000 visitors in local schools
h. Assisted with four L.O.I.S. (Locally Originated In-service Study) programs.

Administrative Services

a. Offered computerized book processing services
b. Published Design for Cataloging Non-Book Materials, Adaptable to Computer Use
c. Published and distributed models of proper bids for the business officers
d. Administered the Southern College Student Teacher Project
e. Developed a wholly owned printing business for educational materials
f. Established a personnel clearinghouse for employing teachers.

Research, Development and Consultation Services
a. Conducted salaries and wages study
b. Completed over 25 research studies requested by component schools and colleges
c. Sustained consultation to over 15 member agencies
d. Developed instructional materials for pupil-team learning
e. Prepared video tapes for education of teachers
f. Conducted cooperative study of differentiated staffing
g. Submitted 15 funding proposals to a variety of sources
h. Published two booklets for teachers in a series, "Research Applications."

The Genesee Valley Regional Supplementary Educational Center is one of the 16 regional Title III centers (Elementary and Secondary Education Act, 1965) in New York State. The Center serves the same region as does G.V.S.D.A. but, of course, works with all the schools, public and private. It is almost impossible to tell where one organization stops and the other starts. While there are differing governing bodies, the staff, the office facilities, the director, the basic goals and many of the operations are similar or identical.

Like the other Title III centers, a great deal of insecurity exists regarding funding. However, the staff seems to welcome the planning function that has recently been assigned to Title III centers.

G.V.S.E.C. in conjunction with other educative agencies, seems to have accomplished much.[50] A partial listing includes:

- The Earth-Space Science Center
- The Early Childhood Education Center
- The Southern College Student Teacher Project
- A study of differentiated staffing
- A demonstration project of four teaching techniques
- A weekly television program on teaching strategies
- Many workshops and seminars

The staff of G.V.S.D.A. at the time of the field visit in 1969 (the directorship has since changed) indicated rather bold and ambitious plans for the future. They included a fair regional system of taxation; greatly expanded research and development activities; improved in-service operations; improved school transportation facilities; increased centralized teacher personnel operations; and expanded administrative services.

Other Regional Educative Agencies

The 18 school districts of Monroe County continue to have a great deal of autonomy, although, of course, local control is limited by many State, national and local factors. But, there are a good many forms of regionalization in education in this County other than the BOCES, G.V.S.D.A., G.V.S.E.C. and the Community College. They should be briefly mentioned.

1. Genesee Valley School Boards Institute (G.V.S.B.I.) - Approximately one-half of the school districts of the nine-county region subscribe to the G.V.S.B.I. (no connection with G.V.S.D.A.). The Institute is jointly sponsored by the University of Rochester and the New York State School Boards Association. The organization exists exclusively for the education of school board members. Meetings are held on a regular basis and are very well attended. The districts

that do not belong are, generally, those who feel that the distances from the University (site of G.V.S.B.I.) are too great.[51]

2. Rochester Area Educational Television Association (RAETA) - RAETA was incorporated as a non-profit educational corporation in 1958. It was hoped that it would provide the entire Genesee Valley area with educational television. It operates over the local Educational TV Station, Channel 21, and produces instructional materials to be used with its programs.

The present financial picture for RAETA is shaky. The Rochester City schools have recently sharply reduced their input. New procedures for expanding this operation are needed. Still, it is an obvious example of regionalism in education. In 1968, the major benefactors of RAETA were: the New York State Education Department, Monroe County schools other than the City, schools outside the County, the Rochester schools, the two local units of the State University of New York, other area colleges, the Ford Foundation, the County government, the City government, individual donations and contracts.[52]

3. Roman Catholic Schools - The Rochester Roman Catholic Diocese comprises 12 counties including Steuben, Chemung,

Tioga, Tompkins, Schuyler, Ontario, Yates, Seneca, Cayuga, Monroe, Livingston and Wayne. This, then, is a much larger region than G.V.S.D.A. serves. Further, it does not include all of the counties that are a part of the U.S. Census Bureau's definition of the Rochester region. Indeed, this "region" does not appear to be consistent with any other definition of the "Rochester Area."

Slightly fewer than 100 Catholic elementary schools operate in the Diocese. These are directly under the control of the diocesan Superintendent's office -- his office determines curriculum, instruction, time allotment, etc. and selects teachers and handles personnel matters. However, each elementary school plant is owned by its local Catholic community.

Secondary Roman Catholic schools operate in several of the cities. Each secondary school is responsible to the religious order sponsoring it (if any) and to the State Board of Regents. The Superintendent claims a lack of authority over these schools.

Roman Catholic colleges in the region are owned and operated by the several religious orders and are completely independent of the Diocese. They may or may not admit graduates of the lower Roman Catholic schools. They furnish teachers for regional or diocesan schools.

Several areas now have local Roman Catholic boards of education with sufficient strength to be considered as constituent regions e.g., Auburn and Elmira. They came into being because both areas are relatively self-contained and removed from Rochester, because the people wanted them, and because the Catholic population is sufficient to make them feasible. However, their inception was initiated by action of the diocesan Superintendent.

A reorganization of the Diocese, now being planned, would create subregions each with its own board of education. According to the school leaders, the present region is too large to be truly responsive.

Shortage of funds is a very serious problem for schools of the Diocese.

4. Professional Associations - The chief school officers of the County meet regularly. These meetings although informal in character, seem to accomplish much. More and more often, representatives of the various teachers associations are working together in regional combinations. Fourteen local teacher groups participate in the Monroe County Teachers Association. The Association for Supervision and Curriculum Development (A.S.C.D.), The Association for Student Teaching (A.S.T.), Phi Delta Kappa, and other

national professional organizations have local chapters. Some serve Monroe County only; others serve the nine-county region. While professional association is not the right term, the school board presidents of the County meet regularly. There is also considerable agitation for a County school boards association.

5. Lay Groups - An impressive array of lay groups are active on educational matters on a County or regional basis. To mention a few -- FIGHT (a Black group organized by Saul Alinsky), Metro-Act (a union of "liberal," action-oriented groups), the Genesee Valley chapter of the American Civil Liberties Union, and the Health Council of Monroe County. All of these are quite active. This list could be expanded almost indefinitely. One colleague of this writer at the University of Rochester calls Monroe County "overorganized."

6. Local Government - In addition to supporting the Community College (over seven million dollars in 1968), Monroe County tax money is used to help finance a wide variety of educational efforts. Since the County contains almost two-thirds of the population of the Rochester Standard Metropolitan Statistical Area, these activities clearly take on a regional character. The major eductional uses of these County funds are: mental health, health education, school safety, Cooperative Extension (4-H, Home Economics and Agri-

culture), central and traveling library, dental health, children's and family center, educational T.V., and museums. Furthermore, the County supplied local school districts with 12 million dollars from sales tax income in 1968.[53]

The City of Rochester and the town governments also contribute to regionalism in education; as noted, so does the City school district through making specialized programs available on a tuition basis. There are also cooperative voluntary busing programs between the City and the suburban and private schools. Over 3000 children are transferred daily in this way.[54]

Summary Comment

Monroe County is a prosperous, compact, socially and culturally sophisticated metropolitan area. It would seem to follow that citizens would be deeply concerned about education, and so they are. Highly significant accomplishments in this aspect of life have been made. Problems nevertheless do exist -- problems that should and could be resolved. The Rochester Bureau of Municipal Research Study, "Target: The Three E's", which has been referred to repeatedly in this report, hits the nail squarely. A quotation from this report seems appropriate.[55]

> "The existing system was perceived to have serious weaknesses and deficiencies in three major areas. In the first place, it failed to provide *fiscal equity*; that is, the fiscal effort that was required of each school district was not necessarily related to its ability to pay or the relative quality of its educational services - a situation heightened by a variety of discriminatory state fiscal provisions. In the second place, it failed to provide *equal educational opportunity*. That is, there were significant variations between the amounts expended per pupil by school districts. These variations are even more significant when separated by "special" and "regular" educational cost components. If one considers the special "compensatory" needs of disadvantaged pupils necessary to the attainment of their full educational and human potential, then the lack of equal educational opportunity of the existing system becomes especially blatant. In the third place, the existing system does not cohere to any rational plan of *efficient organization*. That is, while there has been some metropolitanization of educational services and financing, this has evolved in an *ad hoc* and piecemeal fashion. There is an almost complete absence of overall planning, research and evaluation with reference to area-wide needs and services. There are serious gaps in services available and obstacles to full enjoyment of area-wide services by all school districts within the county. Perhaps most serious of all is the lack of an effective communication mechanism and the lack of any institutionalized concern, either on the state or local level, for the objectives of metropolitan cooperation in education."

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

Occupational education is a major component of the BOCES 1 program. Likewise, both BOCES 2 on the western side of the County and the City of Rochester have occupational education programs in separate secondary school buildings. In addition, the City of Rochester operates a vocational program for full-time pupils in a distinct high school.

The reader is also reminded that a large number of post-secondary and adult educational institutions exist, and many of them provide occupational and/or vocational-technical education. The largest of these are the Monroe Community College, Rochester Institute of Technology, Rochester Business Institute, programs provided directly by many of the school districts, and extension programs at the University of Rochester. In fact, several area educators believe that there is an overlap and serious duplication in this field. (At least 40 adult education institutions are listed in the yellow pages of the Rochester Telephone Directory.)

The BOCES 1 program in occupational education is at least partially based on the vocational-technical education study completed in 1964.[56] This research was jointly sponsored by the New York State Education Department and the school boards of Monroe County. The Superintendents of Monroe County districts 1 and 2 and the Superintendent of the City schools formed the executive committee for the study. The coordinator was a professor of business administration from the University of Rochester. This project is, of course, one of the many such studies that was encouraged by the national government's Vocational Education Act of 1963.

The major findings and recommendations of the study were:

1. Widespread and diverse interest in vocational/technical education exists in Monroe County.

2. Skilled workers are in great demand in the County, and the need for them will increase. (As noted in Section 1 of this report, Rochester usually has an extraordinarily low unemployment rate.)

3. "Since most people make key occupational decisions in high school," considerable attention to and study of vocational alternatives should be undertaken while students are in secondary schools. A strong argument for more counseling and guidance in comprehensive secondary schools is made and remade in the study.

4. "Out-of-school youth and adults need and think they should have access to vocational and technical education under public supervision and control."[57]

In fact, the study goes on to say, "Occupational education for out-of-school youth and adults should become the major part of any occupational education program."[58]

5. Providing adequate vocational and technical education "will require expansion of existing high school programs where feasible, and the addition of one or more Area Centers for occupational education."[59] (Nowhere does the study recommend three such centers which do in fact exist.) Emphasis is placed on the notion that in nearly all cases

secondary school occupational curricula should exist side by side with general education offerings. It is believed that this study takes a more emphatic position on this matter than the other of the vocational needs studies that have been examined by this writer. "Occupational education should be recognized for what it is - an integral part of a total educational program; as complementary to, not competitive with, general education. While separation of vocational education from general education at one time appeared justifiable, it is not now."[60]

This resumé of the Monroe County study has been provided in part as an effort to help explain what appears to be a highly unusual philosophy of occupational education in BOCES 1. Both the BOCES Director of Occupational Education and the BOCES District Superintendent believe that if the educational programs of the ten component school districts were truly successful, then the occupational program at the Foreman Center could and should be abandoned. That is, the occupational program at the Center exists because society has failed to provide the kind of general education needed by some of young people.

To be more specific these arguments were made:

1. Occupational curricula exist because some youngsters

do not profit from academic studies. If a child or a school or societal factors can be changed so that the individual can profit from general education, he would not be at the Foreman Center.

2. The Foreman Center exists "to keep some kids in school who otherwise would be on the streets."

3. Learning a trade at the Foreman Center is of minor importance. According to the Director of Occupational Education, most of the students are not eventually employed in the field in which they were trained. Furthermore, unions and employers insist on training on-the-job. Unions almost never give any "advanced standing" to BOCES graduates. Finally, there is no shortage of jobs. Every high school graduate who wants to work in Monroe County can do so.

4. The occupational curricula that are offered by BOCES 1 should be aimed at general education, i.e., help the child develop positive attitudes about himself and about the world of work and, if possible, increase the basic skills that would be desirable in a very wide range of occupations. In sum, the Director of Occupational Education feels that if all the Foreman Center youngsters, regardless of the job market, want to be in beauty culture and auto repair programs, then let them. Whatever they end up doing with their lives, they will be better, happier and more

productive men and women for having stayed in school and been a part of a program in which they could happily succeed.

5. No child should be refused admission at the Foreman Center. The leaders at the Center do not decry the fact that schools send their "problem kids" to them; indeed, the Center encourages them.

In a widely distributed paper used for informing local citizens regarding the goals of the Foreman Center, we are told: "The Lester B. Foreman Education Center can best be described as an extension of the programs and facilities of the ten component districts in the BOCES No. 1 area of Monroe County. The ten districts reacted to the presence of many students who do not or cannot respond to the mainstream of public education by joining in a common effort to develop and provide suitable facilities and programs . . ." Almost any BOCES might use the first statement, but the second sentence makes this position unusual. In other words, there is a clinical, rehabilitative, and therapeutic concept of occupational education to the same degree that exists elsewhere in special education. (The BOCES board member who was interviewed seemed to share this view, but administrators from the component schools did not. They were thinking more of job training.)

New courses are added to the occupational program in a variety of ways. Sometimes they are suggested by the component schools, sometimes by a professional or occupational group, and sometimes by one of the craft advisory committees. Most often, however, the Foreman Center staff seems to provide the initiative. The prime criterion for adding a course seems to be whether or not an appropriate number of youngsters would be happy and productive in this program, rather than the current need of the job market.

Questionnaires were sent to a variety of people who might be expected to be involved in and have attitudes toward goal determiniation in occupational education, i.e., BOCES 1 occupational education teachers, BOCES 1 board members, a sample of the occupational education teachers employed by the component schools, a sample of school board members from the affiliated districts, labor leaders, and major employers in the region. The rate of return from both union officials and employers was too meager to justify any discussion of these data.

Table 7 records the percentages of the four remaining groups who indicated that they were totally uninvolved in various important decisions concerning the occupational program.

TABLE 7

PERCENT OF "NO INVOLVEMENT" BY VARIOUS GROUPS OF MONROE COUNTY IN SELECTED ASPECTS OF OCCUPATIONAL PROGRAMS

Aspect	BOCES 1 Occupational Teachers (50% return)	Non-BOCES Occupational Teachers (50% return)	BOCES 1 Board Members (33% return)	Non-BOCES School Board Members (30% return)
Involvement in Decision to Instigate Area Occupational Programs	100%	100%	33%	100%
Determining Types of Vocational Courses Offered	77%	100%	33%	100%
Evaluating Vocational Programs	77%	100%	33%	75%
Selecting Locations of BOCES Buildings	100%	100%	66%	100%
Planning for BOCES Buildings	69%	100%	33%	100%
Determining Local Share of BOCES Costs	100%	100%	100%	50%
Coordinating Vocational Efforts of BOCES with Occupational Programs Offered by Other Local Agencies	54%	100%	33%	75%
Integrating BOCES Vocational Programs with Vocational Programs of Local School Districts	77%	100%	66%	75%

A glance at the table reveals that the teachers, both those employed by BOCES and, particularly, those who are not, have been basically uninvolved in these matters. Likewise, board of education members from the component schools have, by and large, been uninvolved. Even a third or more of the BOCES board members seem distant from the decision making process. For BOCES teachers, non-BOCES occupational education teachers and school board members in Monroe, the degree of non-involvement is considerably higher than the median of the eight BOCES being examined by this research team. However, it should be noted that, generally, involvement by the groups in these decisions is low.

The further question remains as to whether these people are satisfied with the decision making process in occupational education. Table 8 provides the percentage of the positive, negative and neutral attitudes that were indicated on the questionnaire by teachers and board members.

TABLE 8

ATTITUDES OF VARIOUS GROUPS OF MONROE COUNTY TOWARD ASPECTS OF THE OCCUPATIONAL EDUCATION PROGRAM

	Percent Positive				Percent Negative				Percent Neutral			
Aspect	A	B	C	D	A	B	C	D	A	B	C	D
Process Through Which Program was Initiated	46%	11%	33%	25%	8%	31%	0	50%	46%	58%	66%	25%
Process of Organizing New Vocational Education Courses	38%	16%	33%	0	15%	16%	0	25%	46%	68%	66%	75%
Process of Evaluating Courses	23%	5%	0	0	46%	5%	33%	25%	31%	89%	66%	75%
Process of Coordinating Planning of Occupational Programs with Other Agencies	17%	5%	0	0	33%	16%	33%	50%	50%	79%	66%	50%

A = BOCES 1 Occupational Teachers (50% return)
B = NON-BOCES Occupational Teachers (50% return)
C = BOCES 1 Board Members (33% return)
D = NON-BOCES School Board Members (30% return)

These data, for the main, seem to speak for themselves, but a few comments are in order:

1. In most respects these data are quite similar to the averages for the eight BOCES studies in this report.

2. A large, sometimes remarkably high, percentage are neutral. (This category included "don't know" and "don't care" type responses as well as "haven't made up my mind.")

3. There is a negative feeling about both the evaluation and the coordination processes than is typical in the other seven BOCES.

4. Still, it seems fair to say that this sample of respondents is basically satisfied with the procedures.

According to the Director of Occupational Education, little attention is given to the formal evaluation of the BOCES 1 occupational education courses. The important criterion is the number of young people who elect the program. The Foreman Center keeps detailed records on affective aspects of the program for each child.

Several BOCES staff and a BOCES board member emphasized the desirableness of having the occupational education pupils in the same building with the special education pupils. This, they said, encourages interaction and cooperation. For example, the occupational education students prepare meals for, fix the hair of, and assist in the supervision of the special education students.

All of the chief school officers, Genesee Valley School Development Association personnel, and laymen interviewed in this area seem to be delighted with the occupational education program. This is the case even though there are philosophical differences regarding the rationale behind the program.

This writer saw no signs that the future will bring any major shifts in the "special education" thrust of the BOCES occupational program.

Goals for the career programs at Monroe Community College are apparently determined primarily by the faculty, however, other groups are involved. (See Section 5 of this chapter.)

In Educational Technology

Monroe County BOCES 1 provides data processing services, audio-visual services, micro-filming, and a test scoring service. Furthermore, some of the other aspects of the BOCES 1 programs use educational technology. There is also a project on computer-assisted instruction that is an outgrowth of a strong interest on the part of one component school district. The BOCES does not subscribe to any of the professional journals on the subject of educational technology.

The largest and most significant operation of BOCES 1 in the area of educational technology is data processing. As indicated, all ten component school districts use the data processing services, and six of them are "full service" users, meaning that they buy all the BOCES data processing services. Several districts that had leasing arrangements of their own have abandoned them in favor of BOCES. Two other districts, at least, have sold some of the equipment they owned.

Requests for new data processing services come from two sources. Individual requests of a minor sort come from school men and are handled directly by the director of data processing. Larger requests from participating schools are made to an an advisory committee composed of the business managers of the cooperating school districts. This committee acts on these requests and also makes suggestions for new services for the group.

Because of increased State aid, all parties seem to agree that BOCES 1 can provide data processing service more inexpensively than can even the largest single district. In spite of this generally recognized fact, most of the area school men interviewed complained about the rapidly increasing costs of the service. Still, these same men were generally pleased with service's accuracy, speed and accountability.

The two BOCES staff members associated with the data processing operation who were interviewed expressed some concern over the State's plan to provide computer services for large regions. They thought the regions might be too large to be properly responsive and efficient in terms of local needs.

The data processing service staff assists in the research operations of BOCES 1 and cooperates with the data processing instructional program. Services are not offered to other agencies, and serious overlap does not exist. The data processing operation seems to provide service, not leadership in educational technology. Indeed, BOCES 1 generally did not seem to be "out-in-front" in educational technology.

(Insufficient data were uncovered about goal determination related to educational technology in other educative agencies of the region to warrant comment.)

In In-service Education

A questionnaire was sent to 142 teachers in the BOCES 1 area in an attempt to ascertain their attitudes regarding in-service opportunities available and the processes by which these experiences were developed and operated. Unfortunately, only a 12% return was received in useable form; thus, no discussion of these data is feasible. The comments which follow, then, will be based entirely on the interviews.

The staff of BOCES 1 believes it has responsibilities to provide in-service education. The Director of the Occupational Program, for example, thinks a major responsibility of the Foreman Center is working with teachers from the component schools in the "vocational" subjects -- business, industrial arts, home economics, etc. He thinks the teachers want and need help. Likewise, the man in charge of special education repeatedly mentioned the importance of in-service work for teachers of the child with unusual problems.

A few examples of the in-service programs that have been offered by BOCES 1 include the following. All kindergarten and first grade teachers from the ten districts were given special help in identifying speech and hearing problems. All teachers of the component schools were invited and encouraged to spend a half day at the Foreman Center learning about the various programs. Most of them did so. (This may have been more of a public relations gesture than an in-service operation.) The Director of Library Services works with school librarians on both an informal and formal basis frequently (five such telephone calls were received during the interview). A workshop was held for industrial arts teachers.

Yet, in spite of all this, one gets the feeling that in-service is not really regarded to be a primary function of BOCES 1. It appears to be an "extra" of the operation.

On the other hand, the G.V.S.D.A. Director sees in-service education as the first priority for his organization. Area colleges also seem to feel a heavy responsibility, particularly SUNY Brockport, SUNY Geneseo, and the University of Rochester. Workshops, institutes, special and regularly offered courses for teachers seem to abound. While Monroe Community College does not profess to be in the business of providing in-service education, it has an audio-visual technology program for paraprofessionals that has had an impact on schools and may well have even more. Also, of course, local districts provide many in-service programs. Professional associations appear to be heavily involved.

In-service opportunities are not lacking, but coordination of them is. Based on talks with teachers and administrators there seems to be no question that overlap exists, that there are "rich years and lean years," that certain subjects or levels are periodically overemphasized while others are almost ignored, and that teachers themselves are only minimally involved in the planning process. Indeed, the absence of planning seems to be the major problem in this area.

Other

Without actually saying so, leaders of BOCES 1 create the impression that special education is the major thrust of the organization. The Superintendent of BOCES 1 believes firmly that special education is absolutely necessary and that it is provided best in a special, separate facility. Specialization of staff and materials, economy, efficiency, and interaction among staffs were the major arguments given for the concentration of special education programs in a distinct building.

Separation of special education pupils is a matter of considerable controversy in the County. For example, classes for the educable are held at the Foreman Center. This is not actually permitted by the State except under rare conditions, because the most prevalent philosophy is to place these children in schools with "normal" children their own age so that ample interaction may take place. The leadership of BOCES 1 disagrees. Within Monroe County the matter is debated heatedly. BOCES 2 has taken the opposite stand. Its special education classes of all types are offered in regular school buildings.

Furthermore, there is debate in BOCES 1 over who should participate in special education and what percentages should be involved. The leaders of G.V.S.D.A. and three out of the four chief school officers interviewed believe that too many children are encouraged to go to the Foreman Center; and once there, they are encouraged to stay too long. One educator accused the BOCES 1 staff of being composed of "empire builders" in the field of special education. Complaints were also voiced that costs are too high and faculty/student ratios too low. The whole subject of special education appears to this writer to be an area in which the goal determiniation processes should be carefully reviewed.

Most of the other services provided by BOCES 1 seem to be positively received by area educators. The research operation seems popular although one chief school officer warns that there is overlap with G.V.S.D.A. and G.V.S.E.C., and area colleges. Educators seem pleased with the library and audio-visual services, but one complaint was received about costs. Few interviewees seemed to perceive BOCES 1 as branching into other fields in the future, although two chief school officers would like more central services in personnel functions, i.e., recruitment, collective negotiations, etc.

In sum, there does not appear to be very widespread involvement in goal determination at the Foreman Center. The BOCES 1 board and area educators seem to leave decision making up to the BOCES staff. Yet, generally, interviewees were satisfied with this goal determination process.

4. INNOVATING AND INNOVATION

In Occupational Education

No evidence was uncovered that the occupational education program of BOCES 1 is particularly innovative; nor was there any noticeable interest in having the program so become. Local educators seem to like the occupational program the way it is. The courses that are offered are the ones commonly available in vocational secondary schools. Likewise the popular (with local educators) work-study program is a time-honored idea.

Some of the occupational offerings of the Monroe Community College are characterized by the staff as being innovative and uniquely suited to the needs of the Rochester employment market, e.g., optical technology and instrumentation technology. This may well be the case; if, however, occupational education is aimed at helping people attain specific skills for careers that already exist, one wonders how innovative the curricula can and should be. Nevertheless, quite a bit of attention is given to "innovative" teaching procedures and facilities at the College and at Rochester Institute of Technology.

In Educational Technology

Telephone interviews were conducted with representatives of a sample of private lower schools and higher educational institutions. Data from these interviews document fairly extensive use of educational technology in these educational institutions. They also point to some inter-institution cooperation, but very little relation with BOCES 1, G.V.S.D.A., or G.V.S.E.C. was reported.

Similarly the public schools included in the BOCES 1 sample appear to be interested in innovative activities related to eduational technology. According to Basic Educational Data System,[61] of the four school systems in this group, all have language and science laboratories, audio-visual rooms, video tape equipment, film, filmstrip and slide projectors, and all of them use open circuit television in their instructional programs. Two of the four use closed circuit television and computer-assisted instruction.

The school personnel interviewed and those responding to a questionnaire seem to appreciate the help they have received from BOCES 1, G.V.S.D.A. and G.V.S.E.C. on educational technology; all but one interviewee commented that they would like to have had more help.

Several educators were sharply critical of the Title III Center (G.V.S.E.C.) in this regard. They argued that the Center was intended to be innovative and that educational technology is an obvious area in which new practices are required; yet they do not believe that G.V.S.E.C. has done nearly enough in this area.

Before leaving the subject of innovation in educational technology, the interest in the topic by area industries should be mentioned. Rochester has numerous industrial firms that are heavily involved in educational technology. Many use sophisticated "hardware" in their own instructional programs, and several are among the leading producers of instructional materials and equipment in the country. Kodak and Xerox, of course, are at the top of this list. Both are much involved in the "education business." Both work closely with local educative agencies to promote and evaluate the use of educational technology. A few examples of this interaction follow.

1. Local industries cooperate with the University of Rochester in sponsoring an international conference of visual literacy. Several publications and funded research projects have been a partial result of the conference.

2. Inner-city elementary schools are using film, cameras,

and developing equipment, free of cost, for experimentation on the self-image.

3. The Monroe County Cooperative Extension has developed a self instructional unit in photography, with the cooperation and financial support of local firms, that is being used in many parts of the world.

4. An experimental "free-school" in the County is heavily supported by some of the local companies.

5. One firm sponsored a State conference, jointly with the Elementary and Secondary Education Division of the New York State Education Department, for secondary social studies teachers (public and private) on employing media in the classroom.

6. Monroe Community College receives a great deal of cooperation from local businesses in the operation of its audio-visual technology program.

These examples will, hopefully, serve to indicate that Rochester area educators have an extremely valuable ally in working toward innovative and effective use of educational technology. Although there are numerous other illustrations of utilizing this potential resource, one gets the feeling that only a beginning has been made.

Indeed, this entire subject seems to provide an ideal context to demonstrate the need for more coordination, cooperation, and leadership on a regional basis. The interest is clearly present; the need exists and the resources are available. Nevertheless, the job is not getting done as well as it ought to be. Perhaps some of the issues identified in Section 5 provide part of the reason why this is the case.

In In-service Education

An "adequate" supply of in-service opportunities seems to exist, but appropriate coordination appears to be lacking. No evidence was uncovered that these opportunities are unusually innovative. Nor, in fact, did any interviewees seem to sense a need for particularly innovative programs. As reported, other than a lack of coordination, educators are basically satisfied with in-service opportunities.

There were a number of specific positive reactions to the G.V.S.D.A. and G.V.S.E.C. in-service activities, some of which may be deemed innovative. One chief school officer, for example, is delighted with the trips that G.V.S.D.A. and G.V.S.E.C. have arranged. Teachers are taken to see innovative activities in other parts of the country and are encouraged to report to their associates when they return. (This, of course, is hardly an innovative idea, but the focus is on innovation.) The reader will recall an outline of recent activities of G.V.S.D.A. and G.V.S.E.C. in Section

2. It identifies other "innovative" in-service activities.

Other

The special education program of BOCES 1 purports to be innovative. The staff believes that the team approach to mental health involving social workers, psychologists, classroom teachers, psychiatrists, counselors, specialists in such areas as speech, hearing, learning disabilities, etc., is very unusual. Although lip service is given to this idea in many places, apparently, it really happens at the Foreman Center. A summer camp for retarded children was also cited as an innovative effort. The physical plant of the Foreman Center is considered by the special education staff to be innovative and highly functional. The interaction between special education and occupational education pupils is highly regarded and is deemed to be atypical.

The four school districts in the sample from BOCES 1 have reported numerous other innovations. Table 9 identifies some of them.

TABLE 9

INNOVATIONS REPORTED[62] BY FOUR MONROE COUNTY SCHOOL DISTRICTS

Innovation	Number of Schools Employing the Innovation
Programmed Learning	3
Other Types of Independent Study	4
Non-graded or Continuous Progress	4
Local Curriculum Innovation	4
Try-out Schools for State Curriculum Innovations	4
National Curriculum Innovations	2
Integration Program (with Rochester)	1
Intercultural Relations Program	2
Elementary Summer School	4
Modular Scheduling	2
Specially Funded Research and Development Projects	4
Use of Consultants	4

It thus seems fair to say that the educational institutions of Monroe County do not appear to be outstandingly innovative, but neither do they seem to be particularly conservative. G.V.S.D.A. and G.V.S.E.C. have provided some regional leadership in terms of educational innovation, but they probably have had less impact on Monroe County schools in this regard than on more isolated schools in the more rural counties.[63]

5. SYSTEM RELATIONS

This section will not treat occupational education, educational technology and in-service education separately; rather, it will offer a series of fairly specific findings regarding the coordination of educational resources in the BOCES region. Most of these findings have been mentioned previously in this report. In part then, this section should serve as a summary. The basic quesiton considered here is who relates with whom in the coordination of educational resources; or, are these resources used cooperatively?

In some areas services seem to overlap:

- The BOCES 1 research office, G.V.S.D.A. and G.V.S.E.C. are studying the same topics in some instances. Indeed, there does not seem to be any coordination of research and development activities. Many other educative agencies are involved.

- The BOCES and G.V.S.D.A. and G.V.S.E.C. seem to duplicate book processing services. Even the staffs of the two agencies accept this fact.

- A decided lack of coordination exists in the area of in-service education. The colleges and universities, G.V.S.D.A. and G.V.S.E.C., the BOCES, the separate school districts, professional associations and local industries are all involved, their efforts are not coordinated. Some areas are overemphasized and others are ignored.

- In spite of at least monthly meetings between the directors of the occupational programs of the City of Rochester and BOCES 1 and 2, and in spite of annual meetings in BOCES 1 between the BOCES staff and the vocational teachers of the component schools, overlap is also present in the occupation-vocational-technical education field. The same courses, by and large, are offered in all three centers (City and both BOCES); no arrangements have been made to transfer pupils with special needs; and some of the component schools are offering courses that duplicate BOCES programs.

Many other forms of interaction -- or lack of interaction -- are not or may not be directly a part of the overlap problem. An enumeration of these relations, both positive and negative, follows:

The 18 chief school officers of Monroe County meet monthly; each session is held in a different school district. The host chief school officer acts as chairman. These meetings are well attended and apparently well received. However, the sessions appear to be aimed more at communication and the dissemination of information than at solving the problems of duplication and disparity.

The chief school officers of the ten component districts in BOCES 1 are supposed to meet regularly with the BOCES District Superintendent. Considerable dissatisfaction was expressed regarding these meetings: apparently, they are not held regularly, attendance is poor because announcements are sent out without sufficient notice, and the procedures at the meetings are too informal for, at least, several of the school leaders who were interviewed. Apparently, votes are not taken, and as one chief school officer put it "while good discussion occurs, the chairman does pretty much what he wanted to do in the first place."

There is virtually no contact between Monroe County educators and Eastern Regional Institute for Education (ERIE). One chief school officer said that he had cooperated with ERIE in the district in which he had previously been assigned; another said he read the newsletters from ERIE. These were the only interviewees that reported any interaction. Even the Title III Center, which serves nine counties, had had almost no contact with ERIE. Connected by the Thruway, Rochester is less than 100 miles from Syracuse, the location of ERIE headquarters. ERIE's major project in elementary school science curriculum has had no impact on this region.

The relations between the teachers and the administrators of BOCES 1 appear quite amicable. The negotiations procedures are informal and, at the time of the field visit (1969) were not organized under the "Taylor Law." Compared to other urban regions, the Rochester area has been characterized by relatively peaceful relations between teachers and school boards. While there have been a good many instances of formal impasse procedures, work stoppages have been very few. The largest school district in New York State that does not have formal bargaining procedures under the "Taylor Law" is in BOCES 1. Close cooperation among certain of the various teachers associations has occurred recently. Obviously, at times one association uses as a lever the accomplishments of its neighbors in terms of seeking wage and conditions of employments benefits. This sort of bargaining will probably continue until one side or the other takes a truly united stand.

Each member of the nine-member board of BOCES 1 is from a different school district; hence only one of the ten component districts is not represented. Most of them are past members of one of the component school boards. In fact, many of them have been presidents of their respective boards. Educators and laymen in the BOCES 1 area seem to regard the BOCES Board as a very prestigious group. The Board clearly does not perceive itself to be a "rubber stamp"; nevertheless, several of the educators of the area have that view of it. The interview with the President of the Board suggested a high congruity in philosophy with the leadership of BOCES 1. While local school board members with whom interviews were held speak very favorably of the members of the BOCES Board and of the BOCES leadership, they do not seem to know much about the actual operations of the BOCES.

Perhaps the best method employed in BOCES 1 for keeping component school boards informed is the practice of the District Superintendent of visiting a component school board during one of its regular meetings. The writer attended one of these sessions and was favorably impressed with the effort on the part of everyone concerned to become better informed regarding the functions and goals of the BOCES. It was also quite apparent from the lack of sophistication of some of the questions that these lay leaders did not know very much about the BOCES concept or operation.

Craft advisory committees exist for each of the occupational curricula offered by the BOCES 1. They do not appear to be very active or effective. The BOCES Director of Occupational Education indicated that very prestigious, influential citizens had been selected for these committees and that this may have been a mistake, in that less busy people might be able to devote more time to the committees.

The Director of the occupational program claims to meet regularly with the local Industrial Management Council and with labor leaders. He senses no serious communication problem with employers and unions. However, as a result of receiving a questionnaire, one labor leader, who has some responsibility for union publications, telephoned this writer and asked, "What is BOCES, and why would you expect me to know something about it?" After a lengthy explanation the man asked for an article for the union newspaper, Labor News, describing the occupational education programs of BOCES 1, BOCES 2 and the City district. He, at least, thought the union members were as uninformed as he was about such opportunities. Perhaps, of course, this man was not typical of other union members. In any event, given the "non-job-training" concept of vocational education that seems to exist in BOCES 1, these contacts are not terribly important.

G.V.S.D.A., G.V.S.E.C. and G.V.S.B.I. have distinct boards. Nothing is unusual about these boards in what they do or who belongs to them; they do, however, serve basically the same region. That is, the Genesee Valley, nine-county region, is served by a school study association, a Title III center and a school board institute each with a separate board. This certainly appears to be an overlapping and confusing arrangement, but very few people claimed that it was. Indeed, the school boards of Monroe County are acting at the time of this writing to create still another formal association. Some of those involved have quite emphatically stated that the new organization would not replace any existing organization. While there is some resistance to this new group, it seems highly likely that it will be developed.

The school people interviewed think that the functions of G.V.S.D.A., G.V.S.E.C. and G.V.S.B.I. were quite different and that all three organizations were useful. However, an outside observer is struck with the lack of coordination among them -- coordination that should be obtainable without destroying the effectiveness of the organizations.

One major reason why more organizational coordination has not been absolutely necessary has been the leadership provided by one strong local educator. This man has played at one time or another a key role in all of these organizations (indeed, he formed several of them) in addition to having a faculty position at the University of Rochester. He was a one-man coordinating force. Now that he is no longer in the Rochester area, the picture may change rather dramatically.

Although educators are generally favorably inclined toward G.V.S.D.A. and G.V.S.E.C., specific criticisms were made of these organizations. The most common were:

- The agencies are not really operating on a regional basis. That is, G.V.S.D.A. and G.V.S.E.C. were perceived as being helpful to a school district or a couple of school districts in doing something valuable, but unhelpful in terms of promoting regional cooperation. G.V.S.D.A. in particular was accused of helping local districts be better independent districts but not better members of an association.
- G.V.S.E.C., the Title III Center, was especially criticized for failing to be "way-out." One educator called the organization conservative rather than innovative.

On the other hand, G.V.S.D.A. and G.V.S.E.C. operate in a context that includes some difficult problems. The most important of these seem to be:

- the jealously guarded powers of localism within many school districts,
- the uncertainty of funding, federal and state,
- the separation of the City - legally and ideologically,
- the extreme range of school districts in the nine-county area, i.e., rich/poor, large/small, sophisticated/naive, etc., and
- strained and in some instances competitive relations with some of the BOCES.

Although the staffs of both agencies denied it, this writer thinks the relations between the professionals in G.V.S.D.A. and G.V.S.E.C. and BOCES 1 are not as mutually supportive as they ought to be. The staff members of both organizations who were interviewed were, by and large, sharply critical of each other. It should be stated however, that the leaders of the two units at the time of the interviews (one has since retired) enthusiastically supported the concept behind the existence of both organizations. That is, they sensed a vital need for both a smaller BOCES type organization and a larger regional unit. Nevertheless, among other staff members there was a less than completely harmonious relation.

In the BOCES 1 special education program, a very effective pressure group has been formed by the parents of the children with particular handicaps. Several area educators indicated that it was next to impossible to disappoint a group of parents fighting for a better program for their handicapped children. The Learning Center staff has prudently worked closely with these parental groups and encouraged them.

Relations between Monroe Community College and BOCES 1 seem to be good. The President of the College serves on the BOCES 1 board. He seems to be well informed and quite supportive of the occupational program. The man senses no serious program overlap. He thinks the adult education program of BOCES 1 is of a different character and quality than the College's evening program. If the BOCES were to move into formal education programs for grades 13 and 14, the College would fight such a move.

The BOCES 1 occupational education staff interviewed seemed to be aware and supportive of the programs of the College. If any serious lack of coordination exists between these two institutions, it was not uncovered in these field visits. Advisory committees for each of the career programs offered by the College are operating effectively. They involve some of the same people who serve the Foreman Center.

Numerous other examples of interaction between the BOCES 1 staff and area educators have not been mentioned in this section. Space will permit only a listing of some of them.

- BOCES 1 staff meets with the school librarians of the component schools approximately twice a month. Informal contacts are almost continual.

- BOCES 1 works with many school people through the coordination of the Lincoln Center for Performing Arts program.

- Roman Catholic schools work with the BOCES 1 staff because the Foreman Center assists in the distribution of textbooks to pupils attending these private schools. (However, the contacts among private and public school educators seem quite limited.)

- The data processing operation of Monroe County BOCES 1 has a steering committee that directly involves the users of the services. This procedure may well be instrumental in the highly supportive attitude area educators seem to have of this facility. A sharp difference of opinion exists, however, regarding the State's plan to offer data processing services on a larger regional basis: the chief school officers interviewed think this is a good idea, and the BOCES data processing staff does not.

- Sixty-three BOCES-owned station wagons make it possible for a mail delivery to every school in the district at least daily and frequently more often. This service cannot help but influence communication in a positive way.
- The Learning Center (special education) staff claims to work closely with County Welfare Services, the Mental Health Clinic, the Rochester schools, and the BOCES 2 staff. (The Director of the Learning Center flatly states that special education facilities and program are better in the more affluent eastern and south eastern suburbs of the BOCES 1 area than they are in the rest of the County.)

Again, despite these and many other contacts, the prevalent feeling is that the BOCES 1 staff provides the initiative for goal determination. Further, there is considerable dissatisfaction, particularly with costs and the extensiveness of the special education effort.

The cooperative interaction among area colleges and universities bridges even the sometimes impenetrable wall between private and public institutions.[64] This is not to say that there are not areas in which more coordination would be desirable. For example, while some effort is being made to correct the situation, library facilities are seriously duplicated among the educational and industrial collections in the region.

Almost no contact exists between educational institutions and professional planning offices. This fact is generally recognized and regretted, but no evidence of changing the situation was uncovered. This is in spite of the fact that the Rochester area seems to be particularly fortunate in terms of the availability of professional planners.

A number of people have spoken about the need for the coordination of BOCES type services in the County. The most fully documented case for this position is the "Three E's" study.[65]*

In a summary paragraph the study says:

> "An essential step, therefore, toward a more equitable system would be to remove the artificial boundaries between the two BOCES and the city and to render central services to all districts in the county. The County BOCES could take responsibility for coordination and administration of the following "central" services:

---

*This study was prepared jointly for the New York State Joint Legislative Committee on Metropolitan and Regional Areas Study and local governmental units. The State Committee is chaired by Thomas Laverne, a State Senator from Monroe County. Laverne is apparently convinced that all of Monroe County should be in one BOCES. This, of course, would require a change in the law to permit Rochester to join, and he has submitted such legislation.

1. Transportation of special education and non-public school pupils.

2. Mandated special education for educables, trainables, emotionally disturbed and physically handicapped.

3. "Pupil personnel services", including psychologists, social workers, psychiatrists, hearing and speech services, mental health clinical guidance services and attendance services.

4. Contracts with RAETA, the Rochester Museum-Science Center, and other similar cultural organizations for services provided to schools.

5. Special programs for pre-school (three and four year old) children.

6. Centers for adult education.

7. Vocational and occupational education centers."

The writer believes that this is a very modest interpretation of central services, but it would be a good beginning. The writer also believes that lay and professional leaders of education in the County recognize the need for closer cooperative coordination. A major study to find the means for achieving this cooperation has been undertaken at the time of this writing.

FOOTNOTES TO CHAPTER III

MONROE COUNTY

[1] *Rochester Area Business Fact Book* (New York State Department of Commerce, 1962), p. 2

[2] *Geography of New York State*, John Thompson, ed. (Syracuse University Press, 1966), p. 458.

[3] *Rochester Area Business Fact Book*, p. 2.

[4] *New York State Business Fact Book, 1969 Supplement* (New York State Department of Commerce, 1969), and *United States Bureau of the Census Report, 1960, New York State*.

[5] *Rochester Area Business Fact Book*, p. 53.

[6] *Ibid*., p. 3.

[7] *Ibid*., p. 8, p. 10.

[8] *Population Statistics, County of Monroe 1960-1964* (Office of Public Information, Monroe County, 1965).

[9] News Release, United States Department of Health, Education and Welfare, January 4, 1970.

[10] *Demographic Projections for New York State Counties to 2020 A.D.* (Office of Planning Coordination, New York State, 1968).

[11] *Rochester Area Business Fact Book, 1967-1968* (New York State Department of Commerce, 1968), pp. 1-2.

[12] *Ibid*., p. 22.

[13] *Ibid*.

[14] *Ibid*.

[15] *Business Fact Book, Part V, Business and Manufacturing, 1967-68* (New York State Department of Commerce, 1968).

[16] Ibid., p. 42.

[17] *Geography of New York State*, p. 463.

[18] "Expenditures per Pupil in W.A.D.A. 1967" (Information Center on Education, New York State Education Department, 1968).

[19] *United States Bureau of the Census Report, 1960, New York State*.

[20] *New York State Statistical Yearbook, 1968-69* (New York State Director of the Budget, Office of Statistical Coordinator, 1969), p. 242.

[21] *Survey of Enrollment, Staff and Schoolhousing, Fall, 1968* (New York State Education Department, 1969).

[22] Since the time of the field visit, this central district, Honeoye Falls, has merged with non-Monroe County schools to the south.

[23] Basic Educational Data System, New York State Education Department, 1969.

[24] *Ibid.* and local school district sources where the Basic Educational Data System was incomplete.

[25] *A Study of the Plans of New York State High School Graduates, 1968* (New York State Education Department).

[26] "Public School Professional Personnel Report, 1967-68" (Information Center on Education, New York State Education Department, 1969).

[27] Stephen Greenspan and F. Grasberger, "Target: The Three E's" (Rochester Bureau of Municipal Research, 1969), p. 40.

[28] *Survey of Nonpublic Schools in New York State, 1967-68* (New York State Education Department, September, 1968).

[29] "Focus on Rochester-Monroe County, New York" (Rochester Chamber of Commerce, 1965).

[30] The New York Times Encyclopedic Almanac - 1970, pp. 522-537.

[31] Intercom (BOCES 1 Newsletter), 1968.

[32] "Staff Directory," BOCES, 1968-69.

[33] "Target: The Three E's," p. 23.

[34] Intercom.

[35] "Staff Directory."

[36] "Target: The Three E's," p. 23.

[37] "Staff Directory."

[38] "BOCES #1 - A Profile of Services," 1967.

[39] Interview with the Director of the Library Services, 1969.

[40] Interview with Audio-Visual-Aide Staff, 1969.

[41] Interview with two staff members, 1969.

[42] Interviews with three members of the College Staff, 1969.

[43] Monroe Community College Announcements, 1968-69.

[44] Ibid., p. 11.

[45] Facts and Figures (Monroe Community College, 1969).

[46] Development Document of 1968 (State University of New York), p. 245.

[47] Interviews with four G.V.S.D.A. staff, 1969.

[48] This outline is adapted from the June, 1969, issue of Today & Tomorrow in Education, the newsletter of G.V.S.D.A.

[49] Ibid.

[50] Interviews with four G.V.S.D.A. staff, 1969.

[51] Interview with G.V.S.B.I. Director, 1970.

[52] R.A.E.T.A. publication, 1969.

[53] "Target: The Three E's," p. 16.

[54] "Grade Reorganization and Desegregation of the Rochester Public Schools 1969," p. 17.

[55] "Target: The Three E's," p. 5.

[56] "Vocational and Technical Education in the Monroe County Area - A Summary Report of the Interest and Employment Outlook Among In-School Youth, Out-of-School Youth, and Adults," 1964.

[57] Ibid., p. 51.

[58] Ibid., p. 55, emphasis added.

[59] Ibid., p. 54.

[60] Ibid., p. 55.

[61] Basic Educational Data System, New York State Education Department, 1969.

[62] Ibid.

[63] Interview with G.V.S.D.A. staff and corroborated by two chief school officers, 1969.

[64] At the time of the writing of this report a Rochester newspaper carried a lengthy article under the headline, "Colleges to Form Corporation." It stated, "The proposed Rochester Area Colleges, Inc., would put what has been informal cooperation among area colleges on a formal basis and would make it possible to undertake new projects." Exchange of students, faculty, facilities, and equipment as well as cooperative research and business procedures were mentioned. While the original six members of the corporation would be private schools, Brockport, Geneseo, and Monroe Community College would be invited to membership in spite of the legal headaches involved. This movement has the blessing of the State as evidenced by the fact that the Commissioner of Education attended the meeting in which the corporation was announced.

[65] "Target: The Three E's."

CHAPTER IV

BROOME REGION

Parameters of the region of the Board of Cooperative Educational Services (BOCES), Sole Supervisory District of Broome, Delaware and Tioga Counties, are defined by the boundaries of Broome County; the southeastern part of Tioga County; and that part of Delaware County included within the Deposit school district. Description of the total region will be based mainly on the largest single unit, Broome County, since the BOCES region does not have a coterminous boundary with a single governmental unit.

1. BACKGROUND

Located in New York State's eastern Southern Tier Region, the BOCES area is characterized by varied topography. Steep hills, fertile valleys, and the confluence of the Chenango and Susquehanna rivers have formed a region with development in agriculture, industry and recreation.

Broome County has become an arterial hub in the Southern Tier through the intersection of east-west NYS Route 17, north-south Interstate Route 81 and NYS Route 7. The highway system gives the region direct high speed routes to the Great Lakes region, New York City, Canada, Pennsylvania, Albany and the New England area. Air and rail facilities serve the region in addition to the highway system. Two passenger airlines and one freight line provide air service; four railroads provide freight service. In short, the region is characterized by easy access to and from other regions.[1]

Governance of Broome County is by a county board of supervisors, as is Tioga and Delaware counties. Broome County has one city (Binghamton), 16 towns and seven villages. Within the county are 13 separate school districts which are not, in all cases, coterminous with town boundary lines.

Broome County net migration for the period 1950-60 was -0.3. The 1966 population of Broome County was 222,122 representing a 4.4% increase from 1960. Tioga County, in 1966, reported 43,597 for a population increase of 13% from 1960. Nineteen percent of the population (1966) of Tioga County resided in the town of Owego.[2] Growth in the Broome-Tioga area has been rapid and uneven between the village of Owego east to the Broome County line. West of Owego growth has been nonexistent.[3]

Within Broome County, decrease in population between 1960-1966 has occurred in Binghamton city (-8.6%) and Endicott village (-6.9%). However, rapid growth has taken place in the same period in the towns of Binghamton (+22.9%), Maine (+35.3%) and Vestal (+34.6%). Of note is the fact that the population growth in Broome County has been in that area extending east toward Tioga County.[4]

Projections for Broome County show population is expected to increase at a steady rate. The Broome County Planning Department population forecasts show 230,000 by 1970, 245,000 by 1975, and 261,000 by 1980; or, an increase of 31,000 of which only 1,400 will be attributed to the city of Binghamton. Indicators show that the major growth will continue to be in the towns and villages. Approximately one half of the ten-year growth is expected to be in the towns of Union and Vestal.[5]

General characteristics of the population as reported in the U.S. 1960 census for Broome County indicated the following medians: age 31.4, under the state median of 33.1; school years completed 10.9, slightly more than the state median of 10.7; income $6,409, considerably higher than the state median of $5,407 (1959). The non-white population in 1960 was 1,487 and in 1966 totaled 1,888. With a land area of 710 square miles, Broome County had a population density (1960) of 313 persons per square mile.[6]

Economic indicators show Broome growing in strength as a regional wholesale center.[7] It accounts for 55% of the retail trade in the five-county Southern Tier East Region.

The 1,953 retail establishments added a value of $300,936,000 in retail sales to the county (1963). Per capita retail sales in 1963 for upstate New York were $1,394. Per capita sales in Broome ($1,441) exceeded upstate New York while Tioga ($1,098) fell below.[8]

Forty-six percent of the labor force of Broome County is engaged in manufacturing. Value added to the county by manufacturing (1960) was $251,561,000. Chief manufacturing establishments are IBM, General Analine and Film Corporation, Endicott Johnson Corporation and General Precision Equipment Corporation. Since 1950 machinery manufacturing has employed the largest number of persons. Occupational groups are linked to the manufacturing emphasis. The average weekly pay for Broome employees (1963) was $116.47 and for Tioga $156.65. Upstate New York average weekly pay was $120.97 placing Tioga above the upstate average.[9]

The areas business and industrial base helps make Broome County the largest commuting attraction of the Southern Tier. Of the 87,500 workers in Broome, 6,800 commute; 2,900 of these commute from the border counties of Pennsylvania. Tioga County has major commuter exchanges from Broome (1,750) and Pennsylvania (800). The Tioga exchange is primarily due to IBM operations.

Only 1% of the Broome employed population and 5% of Tioga's were classified as engaged in farm occupations in 1960. Yet, approximately 50% of the total land area in each of the three counties is classified as farm.[10] Between 1950 and 1960, 55.4% fewer people were classified as rural-farm and 68.4% more people in Broome County were classified as living in rural areas but as non-farm.[11] During the same period 1,112 farms in Broome County had a total acreage of 211,000 with value of farm produce at $9,634,000. Erie County, with approximately twice as many farms, had three times the Broome dollar value in farm produce. Average value of land and building per farm was $26,407 in Broome.[12]

Several indices were selected to identify the ability of the Broome County government to finance local services, one of which is education. Ability, reported in rank of 58 counties in New York State, showed Broome (1962) ranks 13th in personal income, and in disposable income; 19th in full value of taxable real property per capita; and 25th in full value of property. When indices of economic influence (income, property, sales) were related to ability measures, Broome was categorized high on measures of economic influence and upper middle on ability measures.[13]

Medical-legal services to the region of approximately

266,000 people are provided by 344 physicians, 136 dentists 340 lawyers and 1,202 hospital beds. Ratios appear reasonable for the population base.

Ten of the 16 towns in Broome have planning boards; in Tioga three of nine towns have boards but none of the Broome or Tioga towns has a professional planning staff. County planning has been operational since 1967. The Broome County Planning Office, for example, has conducted industrial studies, and studies in regional housing, population and manpower. Binghamton has a variety of planning groups within its Model Cities program and, in addition, has a 15-20-year urban renewal plan. All local applications for funds must proceed through the regional planning board. There are indications that planning is assuming added importance. Current studies under way, such as the Broome-Tioga regional plan, seem to indicate increased coordination of planning between governmental units. The New York State Office of Planning Coordination has identified six counties to comprise the Southern Tier East Region but, to date, Broome and Tioga are the only counties working together.

The Broome-Tioga-Delaware Supervisory District appears to present an area, population, and financial support base for consideration as a region.

2. EDUCATION IN THE REGION

General Background

Average daily attendance (1968) in public and private K-12 schools in the BOCES area was 67,992. Of this number 54,497 were enrolled in Broome County K-12 public schools and 6,718 in private-parochial schools. Tioga enrollment in the BOCES area was 6,491 in public K-12 schools and 285 in private-parochial schools.

Higher education enrollments are within SUNY Binghamton and Broome Technical Community College. SUNY Binghamton (1967-1968) had 2,816 full-time enrollment (FTE) undergraduate students and 355 part-time students. Graduate and professional students enrolled totaled 345. Projections for 1975 indicate 8,600 enrolled undergraduates and 3,175 graduate and professional students.[14]

Broome Technical Community College had 1,800 FTE in 1968 and 2,191 part-time students. Projections of FTE for 1975 indicate 4,180 students.[15]

The eight selected public school districts in the BOCES area had a range of enrollments as shown in Table 1. The eight school districts represent one city school district (Binghamton), three village central school districts (Johnson City, Maine Endwell, Chenango Valley) and four central school districts (Whitney Point, Newark Valley, Tioga, Deposit). Although Binghamton city school district is not part of the BOCES, it was considered eligible for sample school selection because it represented the major pupil population base in the BOCES area.

TABLE 1

ENROLLMENT IN EIGHT SELECTED SCHOOL DISTRICTS IN BROOME-TIOGA-DELAWARE BOCES[16]

School District	Elementary (K-6)	Junior High (7-9)	Senior High (10-12)	Total
Broome County				
Binghamton	6443	2625	2735	11803
Chenango-Valley	1894	832	885	3611
Main-Endwell	2949	1121	1001	5071
Whitney Point	1244	480	401	2125
Johnson City	2556	1019	923	4498
Tioga County				
Newark Valley	1098	481	341	1920
Tioga Center	793	293	204	1290
Delaware County				
Deposit	703	261	254	1218

The State Education Department uses enrollment standards to evaluate school district enrollments. One standard is a minimum enrollment of 700 in grades 10-12 in order to attract and hold good teachers. Figures in Table 1 show four districts fall below the 700 pupil minimum for grades 10-12. Three districts fall below the standard of at least 100 students in the graduating class.[17]

Table 2 shows the distribution of professional staff in each school district. Computation of professional staff-student enrollment ratios for the districts show ratios between 1:18-20.

Twelfth grade distributions for students within the eight selected school districts are reported in Table 3. The sample of eight schools in the BOCES district sends similar numbers of graduates to two-and four-year colleges. About twice as many graduates from these schools enter some form of post secondary education as enter the labor force upon graduation. Percentage of students classified as dropouts shows a mean percent of 6.5% for the eight districts.

TABLE 2

PROFESSIONAL STAFF IN EIGHT SELECTED SCHOOL DISTRICTS IN BROOME-TIOGA-DELAWARE BOCES[18]

School District	Principals	Assistant Principals	Classroom Teachers	Other Instructional Staff	Total
Broome County					
Binghamton	22	2	604	36	664
Chenango Valley	4	3	179	11	197
Maine-Endwell	7	2	227	30	266
Whitney Point	4	1	90	10	105
Johnson City	7	2	214	10	233
Tioga County					
Newark Valley	2	0	91	5	98
Tioga Center	3	0	60	5	68
Delaware County					
Deposit	2	0	54	7	63

TABLE 3

DISTRIBUTIONS OF TWELFTH GRADE FOR EIGHT SELECTED SCHOOL DISTRICTS OF BROOME-TIOGA-DELAWARE SUPERVISORY DISTRICT[19]

School District	% Entering 4 Year College	% Entering 2 Year College	% Other Post Secondary	% to Employment	% to Military Service	% Other	Total
Broome County							
Binghamton	31	30	4	29	5	2	715
Chenango Valley	30	28	4	35	3	1	249
Maine-Endwell	40	32	7	10	8	3	298
Whitney Point	16	20	8	45	6	5	100
Johnson City	26	27	5	26	6	11	277
Tioga County							
Newark Valley	24	20	8	36	8	4	90
Tioga Center	27	27	8	23	2	13	60
Delaware County							
Deposit	23	26	11	23	9	8	65
Total	30	28	5	27	5	4	1847

Regional Educational Services

Board of Cooperative Educational Services (BOCES)

The BOCES for Broome and portions of Tioga and Delaware counties has evolved through a series of retirements of district superintendents and subsequent reorganization of three supervisory districts.[20]

Occupational education is a relatively recent thrust of the area BOCES. In 1963 school administrators and board members met to consider vocational education for the five-county area of Broome, Chenango, Delaware, Otsego and Tioga. An area needs study was conducted in 1964-65 to include the five counties because "they possess the necessary community of interest in job opportunities and the problem of adequate vocational and technical education."[21] The survey recommended two regional centers; one to serve Tioga, Chenango and western Broome counties, the other to serve Otsego, Delaware and eastern Broome counties. Programs were recommended that would be "practical" and serve the needs of students and the labor market. A director of occupational education was hired to analyze and supplement the needs study. Interviews with the director indicate he feels the five-county area is a viable unit for occupational education. Questions must be posed to consider why the five-county unit was not accepted by the State Education Department (SED); why the policy committee for the survey did not use its influence to get adoption of the report; and what the future holds for expansions of existing occupational education structure into a wider regional base.

The BOCES central staff (1968) was made up of the District Superintendent, Assistant Superintendent, Director of Occupational Education, Coordinator of Special Education Curriculum, Coordinator of Occupational Education, Guidance Coordinator of Occupational Education and Manager of Data Processing. Four professionals were employed as shared service staff in the BOCES (two psychologists, one speech therapist, one audio-visual coordinator.)

Broome BOCES began special education classed for educable retarded pupils in 1963-64. Special education programs were expanded in following years to include classes for trainable retarded pupils, for those with perceptual learning disabilities and for physically handicapped pupils. Data processing services were first offered in 1965-66 and included census and attendance services. This service now has expanded to include payroll and high school grade reporting. Occupational education programs began with classes in September 1968.

In 1968, 540 students attended 17 occupational education

TABLE 4

OCCUPATIONAL EDUCATION:[23]
PROGRAM, ENROLLMENT, STAFF
BROOME-TIOGA-DELAWARE BOCES, 1968-69

Name of Program	Student Enrollment	Program Staff
Auto Body & Fender Repair I	15	1
Auto Body & Fender Repair II	16	1
Automotive Industries Ed. I	4	1
Auto Mechanics Ed. I	35	1
Auto Mechanics Ed. II	26	1
Beauty Culture I	88	2
Beauty Culture II	55	2
Building Trades I	56	2
Building Trades II	34	2
Business Machine Repair Ed. I	5	1
Business Machine Repair Ed. II	4	1
Child Care Ed. I	13	1
Child Care Ed. II	8	1

TABLE 4 (cont.)

Name of Program	Student Enrollment	Program Staff
Data Processing	36	2
Distributive Education I	7	1
Industrial Drafting I	21	1
Industrial Drafting II	13	1
Light Industrial Equipment Repair	9	1
Machine Shop Practice I	4	1
Nurses Aide I	9	1
Offset Printing I	14	1
Technical Electronics I	1	1
Technical Electronics II	1	1
Vending Machine Repair I	3	1
Vending Machine Repair II	4	1
	481 TOTAL	

classes from 14 districts in the BOCES region. Table 4 shows programs offered in occupational education, number of students enrolled in each program and number of teaching staff for each program.

BOCES occupational education and special education classes and services were conducted in rented facilities (1969). Plans are underway for a central campus to provide space for special education, occupational education, data processing, and administrative functions.[22]

Broome Technical Community College

The Campus Academic Plan to 1975 states the college has a "primary responsibility to offer curricula leading to the Associate Degree which will provide full-time programs for those high school students whose ability potential places them above the 25th percentile of the group." The Plan also states "it has a major function to promote the acceptance of and encourage student enrollment in the career programs leading to entry positions in business and industry at the end of two years," and recognizes its parallel function of providing university-parallel curricula in stated other fields. Service programs, evening curricula, extension division activities and establishment of an area counseling center are additional functions. Major subject areas at BTCC are Business; Engineering, Applied Science and Technology; Liberal Arts and General Studies; and Public Service and Professions. Appendix A lists subject programs offered within the major areas.

---

[22] Voters from the three counties approved the new campus facility on May 14, 1969 by a vote of 4,109 to 2,181 with every component district except Deposit approving the building program. The central facility will be built on a 76 acre tract off Glenwood Road in the town of Dickinson at a cost of $5,700,000.

Projections for 1975 indicate an enrollment breakdown as follows: Bio-medical and Health Sciences - 23%; Technical and Engineering Science - 23%; Business - 23%; Liberal Arts - 23%; Miscellaneous - 3%. Table 5 shows projected enrollments to 1975.

TABLE 5

ENROLLMENT GROWTH PLAN:
BROOME TECHNICAL COMMUNITY COLLEGE[24]

Students	Fall 1968	Fall 1970	Fall 1975
Degree Credit			
Total fulltime	1800	2270	2950
Total part time	2191	2759	3590
Total Degree Credit	3991	5029	6540
Not Degree Credit (Part time)	490	490	640
Total - Degree and Not Degree Credit	4481	5519	7180

The proportion of students enrolling in the community college who are residents of Broome County has been increasing steadily. In 1966, 20% of the students were Broome residents; and 65% of the students were graduates of 17 of the area's high schools.[25] The percentage of enrollees from Broome County may go as high as 75% for two reasons: scarcity of loan money to enable students to attend college out of the area and general economic factors that support two years of college while living at home and two years living away from home.[26]

Broome Technical Community College has adequate potential for site expansion. The present campus is adjacent to the county-owned jail farm and infirmary, both of which are marked for removal. This additional 140 acres added to the existing site meets foreseeable needs. The college site is further enhanced by its proximity to Interstate 81, New York 17 Expressway and Route 7. Commuters have relative ease in reaching the campus by private car. However, bus service is not adequate. The Campus Plan makes note of this and suggests that since the county has recently acquired the bus service and since the county does sponsor the college, it may wish to consider providing adequate bus service to the college campus.

A major thrust of the college in coming years is expected to be in the area of community service. In 1967, 325 residents enrolled in community service programs. Future emphasis will be in education for family living and later years, citizenship and public responsibility, community life in an urbanizing society, and the development of taste, discrimination and judgment. Development within these areas would lend a new dimension to the community college of the Southern Tier East Region.

Upper Susquehanna Regional Supplementary Educational Center, Title III - Elementary and Secondary Education Act (ESEA), 1965

The Title III Center has as its fiscal agent the area BOCES. The region served by the Center, however, is larger than the BOCES. Eight counties form the Center's boundaries - Delaware, Chemung, Otsego, Cortland, Tompkins, Broome, Tioga, Chenango and parts of Seneca and Schuyler.

The Center is one part - physically and administratively - of the Roberson Center for the Arts and Sciences. Since 1955 Roberson has had experience with developing the concept of "effective outreach" of a single resource center. The eight-county region in which Roberson already had "outreach" became the boundaries of the Title III Center. Two staff members were added to the Roberson staff to work with the Title III Center programs; the added staff was made up of a communications officer and fiscal agent.

Official funding through United States Office of Education (USOE) terminated May 31, 1969. To allow continuation of the Center's program to the end of the school year (June 30, 1969), money was secured through the Broome County Board of Supervisors, school districts and USOE. Table 6 is illustrative of the scope of the program.

The Center sought to provide to the 140,000 children in the area those educational services which the school districts could not provide alone and which were not being provided cooperatively. Performing arts projects - symphony, opera, ballet, drama, instrumental ensembles and individual artists - offered children direct personal experience and involvement with the performing arts. Social studies and science exhibits were developed and loaned to public and private upper elementary and junior high school teachers. In-service education courses for area teachers were sponsored to meet specific area needs. Examples are the Conservation Workshop and workshop for guidance counsellors. Generally the Center sought to liberalize opportunities for area students and, wherever possible, provide additional stimulus for teachers and teaching.[27] The extent to which Roberson or some other educative agency can continue programs begun through the Title III Center is a major question confronting the Broome County area.

TABLE 6

SERVICES PROVIDED FOR SCHOOL SYSTEMS BETWEEN FEBRUARY 1966 AND JUNE 1968

County	Performing Arts Presentations	Visits by Classroom Groups to the Planetarium	Classroom Uses of Packaged Exhibits	Staff Participating in In-Service Education Experience	Component School Systems (Public and Private) Serviced
Broome	437	181	481	405	19
Chemung	71	14	95	0	5
Chenango	121	17	130	17	13
Cortland	59	0	30	4	9
Delaware	164	4	183	13	20
Otsego	111	2	122	5	14
Tioga	48	22	85	20	3
Tompkins & Southern Seneca	91	1	91	2	12
Totals	1102	241	1217	466	95

Other Educative Agencies with Regional Spheres

The Learning Disabilities Center, located in Binghamton, has been a three-year, $575,000 project of the U.S. Office of Education under Title III of ESEA. The Union Endicott school system acted as fiscal agent for receipt of project money. Federal money was granted as "seed money" for the Center with the expectation that local agencies would continue the program when the grant period ended.

Until June 1969, 200 children a year, representing 12 of the public and parochial schools in Broome and Tioga counties, received help with reading disabilities. In addition to individualized instruction based on diagnosis by a medical-educator team, the Center provided in-service education of regular reading teachers from cooperating districts and consultant services to the districts.[28]

Opportunities for Broome, Inc. (OFB) is the Broome County anti-poverty agency receiving federal money for the purpose of alleviating causes of poverty and bringing about economic opportunity. Three programs funded by OFB are regional in scope and of an educational nature.[29] Project Homestart is organized to improve family relationships through, for example, "marriage counseling and child care and giving mothers and children the opportunity to get together and meet people and learn about people." Approximately 140 mothers participate in the program. Tutoring programs, funded by OFB and administered by the Broome County Urban League, operate two homework centers and provide tutors for students during the school year. OFB currently has two programs organized for job training and job placement: the Neighborhood Youth Corps, for youths 14 to 18 years old, and Operation Mainstream, whose objective is getting jobs for the poor with non-profit and public organizations.

---

[28] Attempts to continue the Center through school district support failed. Several component districts of the BOCES requested the BOCES assume responsibility for the Center but only two districts, Union Endicott and Johnson City pledged financial support. (Press, Binghamton, NY, June 27, 1969.) BOCES administrators said they were "ready and willing to do whatever school districts were willing to pay for." No other schools, than the two earlier, pledged support. The Learning Disabilities Center closed June 30, 1969. (Press, Binghamton, NY, June 7, 1969.)

The Southern Tier School Board Institute is sponsored by Cornell University and the New York State School Boards Association. Potential membership of the Institute is 35 school systems within Broome, Tioga and six other counties. Programs are based on area needs as determined by survey of school board members and a Steering Committee of the Institute. Four meetings a year are regularly scheduled with special meetings when requested.

The Southern Tier Educational Television Network (STETA) has had a regional operation initially funded by state-federal sources with the expectation that local resources would support its operation when outside funds terminated. Although there was a board of directors made up of community residents, the educational television operation was quite independent from the school districts of the Southern Tier Region. Some administrators interviewed expressed interest in continuation of the operation but generally goals of STETA were not central or even peripheral to goals of those interviewed in the BOCES area.

In short, regional educational services are scarce in quantity and breadth within the Broome Area. The area needs study (1964-65) pointed to higher area school enrollments in the next decade; indicated 20% of area students during 1959-64 had dropped out of school; and showed parental support favoring expansion of vocational education (92%) and adult education (80%). Yet, the enrollment summary for occupational education (1968) showed 481 students out of a possible 12,242 in grades 10-12, or approximately 3%, participating in area occupational programs. Regional educational services for educational television, reading disabilities and the arts have not been sustained by the citizens of the BOCES area when outside support terminated. Administrators of regional educational agencies speculate as to why local school districts do not support these services; school board members and school administrators point to high costs they maintain cannot be reconciled with perceived benefits. Community interest and involvement in regional services was believed by this author to be weak. Communication and understanding of needs and goals of the community, of regional agencies and of local school districts appear to be lacking and must be present if a coordinated educational program is to function in the BOCES area.

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

Initial goal setting in occupational education was accomplished through the area needs study of parents, students, administrators, guidance personnel, organized labor and area employers. The study led to recommendations of specific courses that would be appropriate to area needs. Current course offerings appear to incorporate vocational courses recommended in the 1964-65 study.

The area study stressed need for "closing the gap in school-employer relations" and urged formation of advisory committees as a facilitating force. At the time of data collection (1969), there was no evidence of advisory committees functioning in the BOCES area in order to "close the gap." Some BOCES staff recognized the need for a broader involvement of employers, union officials, school guidance staff and citizens in determining occupational education courses and future directions of the program. Other staff members cited no time for working with committees; lack of perceived value in advisory committees because the BOCES staff must still make the final decision; or that "contacts (advisory committees) are not necessary . . . if the kids have skill they will get a job anyway." In view of the frequently cited problem of communication, a decision on use of advisory committees is an imperative for the Broome BOCES.

Interviews with BOCES administrators and a sample of eight chief school officers in the area clearly establish that the present BOCES occupational education goal setting is done in response to requests from chief school officers in the supervisory district. Again, the absence of Binghamton from goal setting processes in the BOCES area creates a major hiatus in regional occupational educational decisions. There are, however, those chief school officers in suburban areas who are more key to making requests than are those administrators from the rural areas. The more densely populated suburban areas send the majority of pupils to the area occupational center and therefore are able to exercise influence through, in part, the strength they have in number of pupils. Smaller, more rural districts viewed the BOCES as the goal setting unit and the component districts as responding to this. It should be noted that some BOCES staff feel "stymied" because they feel they cannot initiate programs. The idea that "action starts with the component district" was viewed by some BOCES staff as a handicap in goal setting.

Independent of the origination of goal setting, two problems affecting goal setting permeate operation of occupational education. One problem concerns the cycle of request, organization, and implementation of the program, followed by insufficient numbers of pupils enrolling in the course. BOCES administrators and chief school officers recognize the problem and its effect on goal setting. Plans have been initiated to have school districts "underwrite" courses in the spring of the year with an agreed number of students; the school district would then be bound to this amount of support in the fall term. The second problem in goal setting is linked to the temporary nature of BOCES legislation. Current procedures call for yearly review of courses and changes. The procedure was believed to create problems in long-range planning.

The president of the BOCES board summarized his interview with, "The goals of the component district are the goals of the BOCES;" the District Superintendent remarked, "Is there enough money to get done all the things they (chief school officers) want?" Achievement of goals, that is providing services which the individual district cannot carry out alone, must then be viewed in terms of what the component districts request, how the BOCES responds, and in turn what the component districts are willing to support.

The extent to which other groups were involved in goal setting and their opinion about the process of involvement was sought through a questionnaire sent to eight groups: BOCES occupational education teachers, BOCES board members, local (component district) occupational education teachers, local board members, union officials, BOCES employers, large employers in the area and a sample of other area employers.

The questionnaires appear to support interview data which described goal setting as a function of the chief school officers. These officers request BOCES administrators develop and organize programs. The process occurs within a limited network of communication and thus excludes many groups having a direct stake in the goal-setting task.

Questionnaires sent to BOCES and local occupational teachers, BOCES and local board members, union officials, BOCES employers and a sample of large and small employers in the region had a low response rate. Occupational education teachers, BOCES and local, indicate little to no involvement in determining types of vocational courses offered and evaluation of vocational programs. Local board members indicated a similar low level of involvement in program determination and evaluation. BOCES board members showed moderate involvement in program planning and evaluation. Union officials, BOCES employers and area small and large employers were unanimous in checking no involvement in occupational education programs.

Involvement in BOCES site location and facility planning, cost of program operation, coordination and integration of BOCES with local agencies and school districts was rated no involvement by local occupational teachers, local board members, union officials and area employers. BOCES board members stated total to considerable involvement in site location and facility planning; and moderate to little in coordinating and integrating occupational education with schools and other agencies.

Although BOCES occupational teachers marked little involvement in site location, more than half of the teachers responding said they had at least moderate involvement in planning the new building.

The questionnaire sought to tap opinions of the eight groups concerning the processes of goal setting. Responses to the opinion of process of organizing, evaluating and coordinating vocational education courses were coded neutral for employers, union officials, and local board members. Responses for this group failed to give either a positive or negative opinion. Approximately one-third of the local occupational teachers had negative opinions concerning the processes; their remaining responses were neutral. One-half of the BOCES board members responding had positive opinions about the processes of organizing, evaluating and coordinating occupational education programs. This is not surprising since they were also the group moderately involved in the process. No BOCES board members had negative opinions; the remaining responses fell in the neutral category. Responses of BOCES occupational teachers were divided between negative and neutral categories. There were no positive responses on opinion of process. Approximately two-thirds of the BOCES teachers expressed negative opinions about the process of organizing new courses, one-third were negative in opinion about evaluation processes, and slightly more than one-half held negative opinions about processes of coordination with other schools and agencies.

Achievement of goals of occupational education for the Broome-Tioga-Delaware BOCES cannot be measured, at this time, using the criteria of job placement. The program has not had graduates for follow-up studies (1969), but it was reported that local employers are being contacted and are contacting the Center for placement. Support of industry was seen by BOCES administrators as a major facilitator of goal achievement. BOCES administrators identified factors blocking goal achievement in occupational education as attitudes of the voting public in a time of scarce financial resources and academically oriented local school guidance counsellors who lack understanding of the world of work and therefore are ill-prepared to counsel students in occupational education.

In Educational Technology

Nine school districts used BOCES data processing services in 1968. Maine-Endwell provides its own services because it had this operation prior to the BOCES beginning service in 1965. Some districts do not use the service because of cost or perceived lack of need. Operations provided by the BOCES are determined by component district requests and their financial support to implement the request. Expansion of data processing operations according to BOCES staff could include library applications, scheduling of audio-visual programs, test scoring and analysis - correlation with other measures in the BOCES program inventory, and scheduling of bus routes for the component school districts.

Goal setting for educational technology in the component districts appears to be of an individual nature with little or no joint goal setting through the BOCES or small groups of school districts.

In In-Service Education

A questionnaire was sent to a sample of teachers in each of the eight sample school districts in the Broome-Tioga-Delaware BOCES to determine the range of participation afforded teachers. One purpose of the questionnaire was to determine the extent to which teachers participated in setting goals of area in-service programs. In addition, the questionnaire sought teachers' opinions of the process of various aspects of in-service education programs. Table 7 summarizes responses of teachers in regard to their participation.

TABLE 7

RANGE OF PARTICIPATION AFFORDED TEACHERS IN VARIOUS ASPECTS OF IN-SERVICE TRAINING PROGRAMS*

Aspect	Great	Considerable	Moderate	Little	None
Deciding to have the in-service program	3%	6%	9%	15%	67%
Deciding who would be eligible to participate	3%	3%	0	9%	84%
Selecting course content and procedures	6%	0	9%	6%	79%
Choosing staff	6%	0	0	3%	91%
Planning necessary changes	0	3%	3%	12%	87%
Deciding organization routines	0	3%	3%	9%	85%
Evaluating the course	6%	9%	18%	18%	48%
Suggesting changes in future programs	6%	3%	6%	21%	64%

*range in percent rounded

Inspection of Table 7 reveals the majority of teachers in the area have little to no participation in goal setting for in-service training activities. Great to moderate participation was noted by 33% of the respondents in evaluation of the program. No indication is available as to whether this was a standard paper and pencil evaluation to be filed or whether it was a substantial, meaningful evaluation that would affect future programs. In review, the level of participation by teachers in planning in-service education in the region is very low.

Responses to the teachers' opinions of the processes by which in-service education is planned, organized and relevancy assessed are shown in Table 8.

TABLE 8

REPORTED OPINION OF TEACHERS TOWARD VARIOUS ASPECTS OF IN-SERVICE TRAINING PROGRAMS*

Aspect	Positive	Negative	Neutral
Process thru which program initiated	15%	30%	56%
Process thru which program organized	27%	33%	39%
Qualifications of agency conducting program	42%	9%	49%
Process of evaluating program	33%	21%	45%
Opportunity of participants to affect direction of future courses	9%	35%	56%
Relevancy of program to participants' work	61%	27%	12%

*percent rounded

More than one-half of the teachers viewed the in-service training as relevant to their work while approximately one-third of the teachers had a negative opinion about the way the programs were initiated, organized and the extent to which the teachers were able to affect future programs. Direction of opinion change of the large number of respondents with neutral opinions will probably be the force to change current non-involvement of teachers in goal setting and achievement of in-service education. Goal setting for in-service education, at the time data were collected, appeared to be the prerogative of administrators or sponsoring agencies, such as the local area colleges.

In Other Areas

Goal setting for special education in the region is closely linked to component district requests and influence of groups such as the Association for Retarded Children (ARC). The BOCES and/or individual school districts determine goals and evaluate achievement. Pre-school age instruction is provided by the Broome County ARC and these children then transfer to the BOCES program.

Chief school officers of the component districts meet monthly for planning and information sessions with BOCES administrators. These meetings are formal goal setting meetings; it was noted that sub-groups of chief school officers meet to plan and then in turn to communicate with the BOCES through regular meeting channels.

Title III Center goals have been determined by a small steering committee. The Center has viewed this small group as "instigators and initiators feeding back to the informal constituency group." In summary, the BOCES area goal setting mechanisms appear to be uncoordinated and specific to particular organizations. There is a rich potential for coordinated goal setting that has yet to be tapped.

4. INNOVATING AND INNOVATION

In Occupational Education

Programs have been based on the initial area needs study of 1964-65. Updating of the program has occurred through component district requests and new area employment needs. Programs based on current needs (for example, food service) have been delayed because of inadequate facilities. According to the BOCES staff, the opening of the campus occupational center is expected to see new programs introduced that will be unable to function in current temporary facilities.

There is no evidence to indicate the occupational center will be a "front runner" in new techniques and programs of occupational education. Discussions with interviewees regarding innovating and innovation usually centered around the conservatism of the component schools, or the BOCES board and administrative staff or of the general conservatism of the Southern Tier area.

In Educational Technology

The eight sample school districts in the region were polled on the availability of selected types of educational technology. None of the districts reported educational technology in library equipment and materials as available from the BOCES. Seventy-five percent of the sample did report using data processing services of the BOCES.

The eight districts were further queried about their sources of assistance in utilization or obtainment of educational technology for instructional or administrative procedures. Two schools reported using the BOCES as a source, five used other educational agencies, one worked with other school districts and none of the eight reported using assistance of the Title III Center or the Title IV Regional Supplementary Laboratory.

A telephone survey of four parochial and post high school institutions indicated three of these institutions using educational television, three using data processing operations and two using audio-visual technology of an advanced type.

Table 9 indicates innovative practices, as classified by the State Education Department, for eight selected districts in the BOCES area. Level of innovation in educational technology in the region is moderate using these guidelines. The community college, STETA, BOCES, the Title III Center, as well as local school districts, have not been aggressive in introducing educational technology to their institutions or to the area.

TABLE 9

INDICATIONS OF INNOVATIVE PRACTICES IN EIGHT SCHOOL DISTRICTS OF BROOME COUNTY, FALL, 1968

Practice	Number of Schools (out of 8) Reporting Use of Practice
Use of ESEA Title III Center	7
Participation in Other Federal Programs	6
Participation in State Programs	5
Participation in BOCES Programs	8
Use of Regional School Study Council	6
Programmed Learning	5
Computer Assisted Instruction	0
Other Types of Independent Study	3
Open Circuit Television	7
Closed Circuit Television	3
Video Tapes	1
Films	8
Filmstrips	8
Slides	8
Other Graphics	8
Continuous Progress--Elementary Level	3
Continuous Progress--Junior High Level	3
Continuous Progress--Senior High Level	1
Curricular Innovations, Local	7
Curricular Innovations, State	5
Curricular Innovations, National	4
Performing Arts Program	8
Prekindergarten Program	3
Integration Program	1
Intercultural Relations Program	2
Flexible or Modular Scheduling	2
Summer School, Elementary	3
Summer School, Junior High	4
Summer School, Senior High	5

Initiation of education technology into education operations appears to be based with individual institutions. Each of these is faced with certain economic constraints and the acknowledged conservative attitudes toward innovation. The capacity to innovate is restricted in the Broome region by the power of these factors.

In In-service Education

Innovation in regional in-service education is low. Some school districts have conventional short term programs to update teachers in new mathematics or new health curriculum. The community college and SUNY Binghamton provide opportunity for teachers to enroll in regular course offerings, but no special programs are devised.

Innovation is discussed in terms of what could be done or should be done. The BOCES staff indicated demands of them to devise in-service programs are non-existent; but some staff members believed BOCES could and should offer in-service work for school districts in order to help them upgrade curriculum, improve group processes and devise new evaluation procedures.

The Title III Center believed it could do work in the visual and performing arts, astronomy, natural science and regional history. The director of the Center expressed the view that higher education institutions should not provide in-service experiences since they were the initial trainers of teachers and a new approach to post-training is needed. Potential of the Title III Center as an innovator and stimulus for in-service education was noted by many interviewees. In addition, work in reading in-service for teachers that was sponsored by the Learning Disabilities Center was cited as new, stimulating and helpful to teachers.

Three educative agencies appeared to be generally considered as illustrative of more innovative capacity and innovative programs than other units. Those agencies were the Learning Disabilities Center, Upper Susquehanna Regional Supplementary Center and Southern Tier Educational Television Association. Each was initially funded by state-federal funding with the expectation that local sources would continue the operations when outside support was concluded.

In regard to these three innovative operations and others, one administrator reported that schools had no difficulty in securing state-federal money for an innovative program and then running it independently. He pointed out that schools want innovative programs and want them to continue but that they are unable to support the programs at the local level. If the pattern continues of provision of seed money, beginning of program operation, termination of outside support and inability of local school districts to support programs - the level of educational innovation in the Broome area appears destined to remain low.

5. SYSTEM RELATIONS

In Occupational Education

The concept of area occupational education presents high potential for coordination of resources by linking various educative agencies through a common objective. Area chief school officers, however, reported communications between BOCES and local districts prior to 1968 were poor. Agendas, minutes of meetings and general information flow were absent. Domination of the BOCES board by rural area representatives has given way to a balance more representative of the densely populated non-rural areas. In addition, chief school officers from the more populated areas now appear to be a sub-group linked by common objectives for the BOCES. With the number of pupils these districts have to present as an operating pupil base for the BOCES, it appears they will have an increasing voice in policy making.

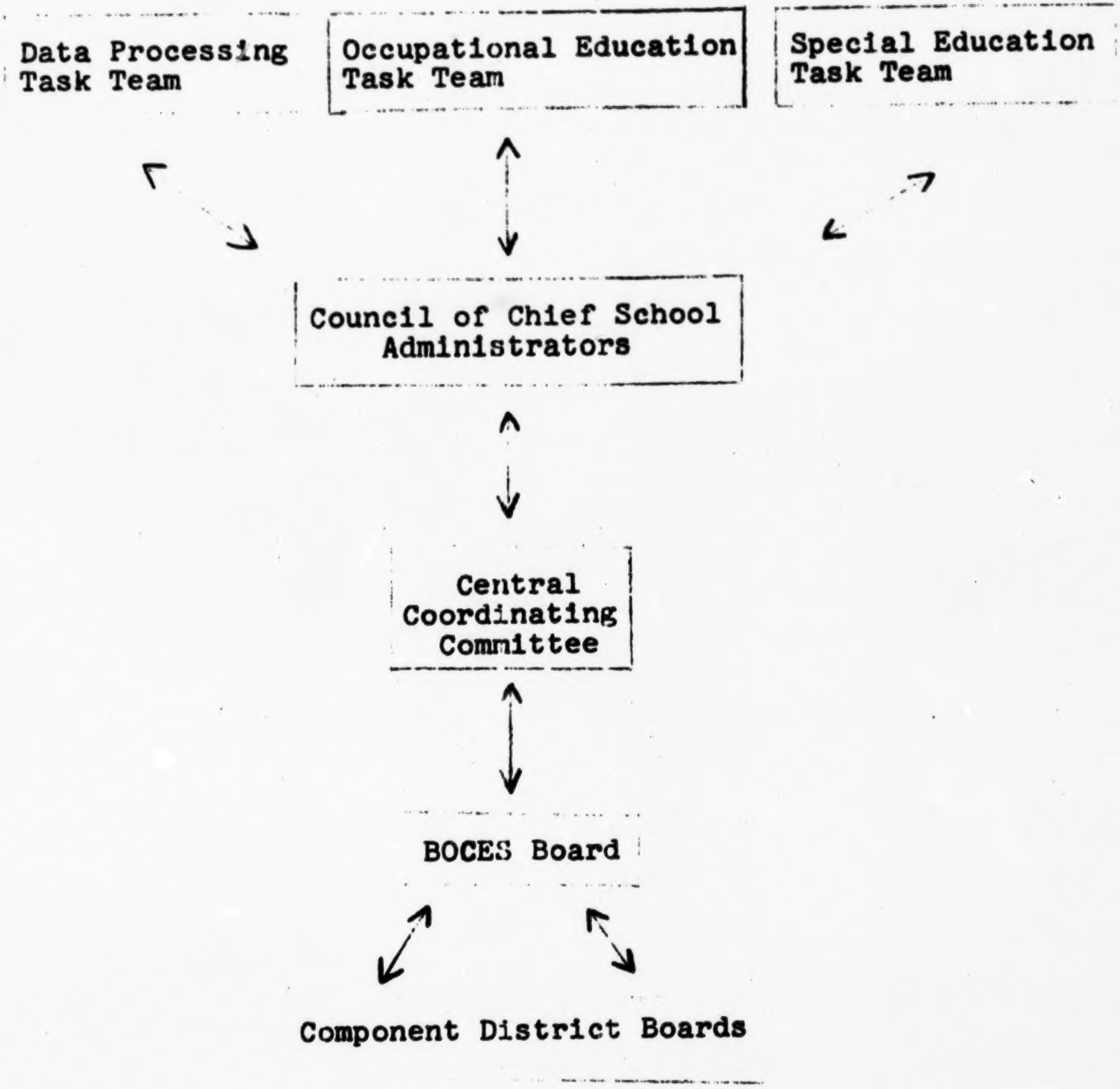
Recent improvement in quantity and quality of information was noted by those interviewed. Involvement of chief school officers in goal setting and problem solving was recently initiated through a series of task teams for each of the major program areas of BOCES (occupational education, special education and data processing). Each task team is chaired by a chief school administrator; membership is voluntary and made up of district administrators and BOCES staff. In addition a central coordinating committee for the task teams was organized of three chief school administrators (appointed by the district superintendent), the district superintendent and assistant superintendent. Coordinating the task team structure is the Council of Chief School Administrators (see Figure 1) for all component districts of the Broome-Tioga-Delaware Supervisory District. Task teams were in the process of being organized at the time of interviews (1969).

The task teams may be useful in attacking problems identified through interviews; for example, low enrollment in occupational programs. Several sources of this problem were identified and all were linked to poor system relations: high school counsellors with inadequate information concerning programs and/or negative attitudes toward occupational education; lack of sufficient articulation with Broome Technical Community College in order to eliminate overlap and competition with the occupational center and heighten opportunity for advanced placement of center students;

Figure 1 diagrams the task team approach.

FIGURE 1

IMPROVING COMMUNICATION AND ARTICULATION BETWEEN BOCES AND THE COMPONENT DISTRICTS



Data Processing Task Team
Occupational Education Task Team
Special Education Task Team
Council of Chief School Administrators
Central Coordinating Committee
BOCES Board
Component District Boards

and lack of resolution of BOCES staff-board conflict concerning the purpose of occupational education - that is, is its purpose primarily to hold potential dropouts or is it to train for occupational education?

Central to the coordination problems of the BOCES in 1969 was the lack of advisory committees representing business and industry to work with occupational education staff in curriculum planning. If area occupational education is to be relevant to regional needs, present and future, and if graduates of the Center are expected to be placed locally, then advisory committees must be developed to establish linkage between occupational education and the business industrial sector.

The planning of course offerings in occupational education appears to be developed within a limited system of contacts. Final decision for initiation, continuation or termination rests with the BOCES staff. To reach this decision, input is secured from students, employers and administrators. Mechanisms to secure this input are not systematized. Input utilized are: school district request (from administrator); student interest (enrollment, dropout rate); and placement - performance information (from employer). Since only one course, data processing, at the time of data collection (1969) had graduated students, it can be assumed that request and interest were major factors in planning, along with their attendent implications for financing programs.

The occupational education director appeared keenly aware of the limited system of contacts he could use for decision making. He cited the need for more central coordination between manpower development agencies, the Office of Economic Opportunity and rehabilitation agencies. In addition, there appears to be an inadequate amount and lack of openness of communication and interaction between home school guidance counselors and BOCES staff, between local school occupational teachers and BOCES teachers, and between the two-year college and BOCES.

Occupational education planning in the Broome area has another major flaw in that it does not include the Binghamton City School District. The city school district is not a member of BOCES and therefore under present organization is not represented on the BOCES board or at chief school administrators' coordinating meetings. State tax limitation legislation hinders city school district involvement in BOCES through law in that it states that BOCES obligations must be met before individual district expense. It is a disadvantage in regional planning for occupational education to not have as part of the program base the largest pupil population district within the region. Overlap and omissions in occupational education occur in the region because of the omission of the city school district.

In Educational Technology

Coordination of resources for educational technology is nearly non-existent except for data processing operations of the BOCES. There were indications that the BOCES data processing service is not "sold" to the districts in terms of what the service can do for the district and for the region. Rather, it is viewed as a service available on a "take it or leave it" basis - and some prefer to "leave it" because of perceived lack of value or ability to use local or commercial data processing service. Despite large investments in equipment rental, the BOCES apparently is not trying to solicit school district users. It does coordinate services for those who request the service, but does not try to educate school districts on uses of data processing unless requested to do so.

Educational television sponsored by the Southern Tier Educational Television Association has not developed into a regional network due, in part, to financial and administrative problems. Support was not generated by local agencies to continue STETA, although several administrators placed high value on its services.

Low cooperation was noted among and between school districts, private and parochial schools, post high school institutions and government, business and private agencies. Cooperation was low in terms of assistance in obtaining and utilizing materials, equipment, consultants and program development. It appeared to the author that "invisible boundaries" were tightly drawn around individual school districts, the BOCES, Title III Center and the community college. They seemed to look inward; that is, many units gave the impression of being insulated against the problems and opportunities of other educative units. In a time of scarce resources - men, money and materials - this low level of coordination of available resources between educative agencies is an area to be questioned and resolved.

In In-service Education

Quite simply, there is no coordinating of in-service education resources. Discrete and isolated regional attempts have been made by, for example, the Title III Center, but few planned and systematic attempts have been made to coordinate the in-service program with area needs. The BOCES has existing mechanisms for coordination and communication with schools and their staff. The extent that BOCES can initiate or respond to needs for in-service education can probably modify the existing in-service education problem.

In Other Areas

Informal linkages between the community college and BOCES exist but appear to be related to individuals rather than organizational structure. No formal ties were reported between Broome Technical Community College and the BOCES, Title III Center or school districts. The college Community Council, formed nearly five years ago, is not very active. The Council was originally made up of 100 leaders of business, industry, social agencies, etc. with the purpose to recommend what educational opportunities the college should offer. Council recommendations were made but not vigorously implemented, and at present few of the 100 members are active.

The Federal Vocational Education Amendment of 1968 may bring about formal coordination between the community college and regional educative agencies, particularly the BOCES. Under conditions of the Amendment, each state must submit a five-year master plan before vocational funds will be approved. New York State has designated the community college of each region as the area coordinator and urged formation of a Regional Vocational Education Council. Formal links for occupational education may come about through the Regional Council.

The Regional Planning Board for the Broome-Tioga area coordinates regional planning for a variety of purposes.

Among them are: regional planning for sewage disposal, water supply, flood control, recreation, transportation; coordination with agencies for social planning and health planning; and some school district population projections and site location. Despite this wide regional planning scope, the regional planner reported they were not part of site selection discussions for the area occupational center.

The regional planning agency has data and staff that can assist local school boards and administrators as well as the BOCES. The planner reported that it was his belief that if schools can plan without incurring disfavor in their community, then they do not use services of the planning agency. He would prefer working with them early in planning stages to provide data relative to census information, present and future transportation plans, utility plans and general regional development trends. Coordination of resources and planning for best use of resources would seem to require a greater effort by all parties.

Although the BOCES area presents a relatively compact region (population, area, socio-economic characteristics), it appears to the author to be only beginning to tap its ability to function as a coordinated region. The trend toward coordination is not in education but rather in the in the physical planning area and in health services.[29] Education still appears to be planned within the confines of district boundaries without strong consideration of regional factors. The BOCES has not shown leadership in fostering a regional concept of education. Decisions affecting occupational education programs have their bases in individual district requests, pupil attraction and information from specific employers. Lacking is the planning-organizing-coordinating function of a regional educational unit. It may be that the BOCES consciously does not wish to take this coordination role, or it may be that the local school districts do not want to give that role to the BOCES. In either case, the absence of this role presents a severe restriction on development of regional education programs that can go beyond occupational education and into area needs that can only be met by a regional agency.

APPENDIX A

BROOME TECHNICAL COMMUNITY COLLEGE CURRICULAR PROGRAMS*

Subject	Degree	Operational Year
Business		
Business	Certificate	1967
Accounting	AAS	1967
Business Administration	AS	1967
Marketing	AAS	1967
Secretarial Science Executive	AAS	1967
Secretarial Science Industrial	AAS	1967
Engineering, Applied Science & Technology		
Biomedical Electronics Technology	AAS	1972
Chemical Technology	AAS	1967
Chemical Technology	Certificate	1967
Civil Technology	AAS	1967
Civil Technology	Certificate	1967
Electrical Technology	AAS	1967
Electrical Technology	Certificate	1967
Engineering Science	AS	1967
Industrial Technology	AAS	1972
Industrial Tech-Civil Option	AAS	1969
Mechanical Technology	AAS	1967
Mechanical Technology	Certificate	1967
General Studies	Non-degree	1967
Production Management	Certificate	1967
Technical (General)	Certificate	1967
Health Science Professions & Technology		
Dental Hygiene	AAS	1967
Medical Laboratory Technology	AAS	1967
Nursing	AAS	1967
Public Health-Environmental Health	AAS	1967

APPENDIX A (cont.)

Subject	Degree	Operational Year
X-Ray Technology	AAS	1967
Medical Office Assistant	AAS	1967
Liberal Arts and General Studies		
Liberal Arts and Sciences	AA	1967
Public Services and Professions		
Fire Control Science (Cont. Ed.)	Diploma	1969
Police Science	AAS	1972
Police Science	Diploma	1968

*Campus Academic Plan to 1975, Broome Technical Community College, December 28, 1967

FOOTNOTES TO CHAPTER IV

BROOME COUNTY

[1] Business Fact Book, Binghamton Area, Part 1, Business and Manufacturing, 1967-68 Edition (Albany: State of New York, Department of Commerce), p. 1.

[2] Population Density, Broome County Urbanized Area (Broome County Planning Department, September, 1969), p. 1.

[3] Press, Binghamton, New York, September 10, 1969.

[4] Population Density, Broome County Urbanized Area.

[5] Ibid., p. 19.

[6] Business Fact Book, Binghamton Area, Part 2, Population and Housing, 1963 Edition (Albany: State of New York, Department of Commerce), pp. 6-18.

[7] Press.

[8] Business Fact Book, Binghamton Area, Part 2, p. 14.

[9] Ibid., p. 7.

[10] Ibid., p. 16.

[11] The People of Broome County, New York (Department of Rural Sociology, Cornell University Agricultural Experiment Station, New York State College of Agriculture, Cornell University, Ithaca, New York, 1963), p. 4.

[12] Business Fact Book, Binghamton Area, p. 16.

[13] Lloyd L. Hogan, Measurement of the Ability of Local Governments to Finance Local Public Services (The University of the State of New York, The State Education Department, Bureau of Educational Finance Research, Albany, New York, May 1967).

[14] Development Document of 1968 (Albany: State University of New York, 1968), p. 303.

[15] *Ibid.*, p. 230.

[16] Basic Educational Data System, New York State Education Department, 1968.

[17] *Better Education Through School District Reorganization* (Albany: The State Education Department).

[18] Basic Educational Data System.

[19] *Ibid.*

[20] "BOCES Briefs (Sole Supervisory District of Broome, Delaware and Tioga Counties, Vol. 1, No. 1, October 1968).

[21] "Closing the Gap," 1964-65 study on the need for a vocational-technical program in a region embracing the five counties of Broome, Chenango, Delaware, Otsego, Tioga.

[22] Explanatory footnote - in text.

[23] BOCES Staff Documents, 1968-69.

[24] *Campus Academic Plan to 1975* (Broome Technical Community College, December 28, 1967), pp. 36, 38, 43.

[25] *Ibid.*, p. 28.

[26] *Press*, Binghamton, New York, September 22, 1969.

[27] *Bulletin* (Roberson Center for the Arts and Sciences, Binghamton, New York, April 1968).

[28] Explanatory footnote - in text.

[29] *Press*, Binghamton, New York, September 25, 1969.

CHAPTER V

ERIE REGION

The region of the Board of Cooperative Educational Services (BOCES), First Supervisory District Erie County, is made up of the northern part of the County. It is bounded by Lake Erie, Niagara County, Genesee County and the southern part of Erie County. All school districts that are members of the BOCES are within the boundaries of this region; however, not all districts within the area are BOCES members.

1. BACKGROUND

General descriptive data concerning the Erie BOCES 1 area will be reported mainly as Erie County or Buffalo Standard Metropolitan Statistical Area (S.M.S.A.) data. Wherever possible, data will be defined as that pertaining to the northern part of the County that comprises the BOCES region; this was not possible in many cases because of the manner in which census data are compiled. Therefore, characteristics reported for the County or Buffalo S.M.S.A. must only be viewed as general indicators of area characteristics rather than specific to the Erie BOCES 1 area.

Erie County is a major industrial and commercial center in upstate New York. The area has a favorable location that has contributed to its industrial development. Located on the Great Lakes, the County has major linkage through the St. Lawrence Seaway, Thomas E. Dewey Thruway, truckline railroads, and the several airlines that service the Greater Buffalo International Airport.

The County follows the State pattern of having primary political units of towns and incorporated places (cities and villages). Within the BOCES 1 region are 11 towns, 3 cities, 16 villages and 11 unincorporated places.[1] The unincorporated places represent densely settled areas without corporate limits. Governance of the County political unit is by county board of representatives with a county executive. Overlapping boundaries present governing units of the towns and schools, as well as the people, with problems of identification of their major political units.

The Buffalo area was the most populous area in upstate New York (1960) with more than 1.5 million people, of which 69% lived in Erie County.[2] Population growth in Erie County appeared rapid during the 1950-60 decade; yet when compared to the more than 200 Standard Metropolitan Statistical Areas in the nation, the area growth in population was approximately 7% less than the average growth of all S.M.S.A.'s.[3]

Erie County population (1968) was 1,088,400. Projections for 1970 show 1,226,681 with an increase of 6.5% by 1975 and 14% by 1980.[4] In 1960, approximately 90% of the population was classified as urban. Within the remaining 10% rural, 90% of the population was classified as urban. Within the remaining 10% rural, 90% of the population was non-farm.[5] The urban nature of the County is further noted by its ratio of 1,031 persons per square mile.[6]

During 1950-60, substantial growth occurred in all towns in the BOCES 1 region with a high of 211% increase in population for Grand Island. Seven of the remaining towns had more than a 50% increase.[7] During this same period the city of Buffalo had a decrease in population of 8.2%. The 1966 special census for Erie County indicated a leveling off in population during 1960-66. Only 22,495 people were added to the Erie County population from 1960-66, while a net outflow of 60,000 was tabulated for the Buffalo S.M.S.A.[8] In short, after a decade of growth, the region is leveling off in population with the greater metropolitan area experiencing a decline in population. Possible reasons for the leveling off have been identifed as the trend to automation in industry, some declines in production of aircraft and chemicals, and failure to establish strength in research based lines of production.[9]

Erie County population characteristics (1960) were described by a median age of 31.1 years and 10.5 years of schooling, both of which are less than that of the New York State median; the median family income of $6,311, however, places Erie County $240 above the State median.[10] Distribution of income among income categories shows the Buffalo area had under the national share of families in the poverty category (less than $3,000) and more families than the national norm with incomes above $10,000.[11]

The non-white population of Erie County in 1960 was 79,245, of which 76,400 were located in the cities of Buffalo and Lackawanna. Distribution of the remaining non-white population was clustered in the larger of the area's other cities and towns and sparsely scattered in smaller size towns.[12] In 1960 the number of persons age 14 years and over in the area labor force was 600,000, or 55% of that population group age 14 and over.[13] Area unemployment (1966) was 3.9% of the labor force -- about the same as United States unemployment rate of 3.8%.[14] Thirty-two percent of the civilian work force was female, slightly less than the New York State and upstate New York median.[15]

Employment in the area of Erie and Niagara counties is within the following major categories: 38.6%

manufacturing; 19.2% trade; 14.2% government; and 13.3% services. National employment patterns show 29.8% manufacturing; 20.7% trade; 17% government; and 15% services.[16]

Importance of manufacture to the area economy in the last decade is underscored by noting that two-thirds of the area's employment and value was added by manufacture.[17]

Major employers in the area (1967) for primary metals (18% of all manufacturer workers) included Bethlehem, Republic, and Allegheny Lundlum steel companies. General Motors, Ford Motor Company and Bell Aerospace were leaders in the transportation equipment industry, which employed 15% of area manufacturing workers. Other large employers include Western Electric Corporation, Union Carbide, Carborundum Company and Kimberly-Clark Corporation.[18]

Analysis of changes within employment categories between 1958-66 shows the largest increase in jobs within the non-manufacturing industries. For example, there was a 44.4% increase in the number of government jobs, and a 25% increase in services employment.[19] Projections for the year 2000 indicate a doubling of the number of non-manufacturing jobs in the Buffalo S.M.S.A. and predict that less than one-third of the working population will be engaged in manufacturing jobs.[20] The change in emphasis from manufacturing to non-manufacturing industry employment has major planning implications for the Erie area during the next decade.

Buffalo area retail sales of two billion dollars (1963) were more than that for any upstate New York economic area. Fifty percent of this retail activity took place outside the city of Buffalo indicating the economic vitality of the surrounding area.[21] Retail sales per person in the Erie-Niagara area were $1,282 compared to a U. S. average of $1,295.[22]

Wholesale trade in the Buffalo area was three billion dollars (1963) for 2,316 establishments,[23] with wholesale trade per person of $2,229 compared to the U.S. average of $1,900.[24] The city of Buffalo accounted for approximately 75% of the wholesale trade.[25]

Data describing agriculture in Erie County do not accurately reflect the minimal level of agriculture in the urban BOCES 1 area. Reporting of data, therefore, is used to indicate agriculture influences on the BOCES 1 area rather than a precise description of agriculture. Erie County employment in agriculture has been decreasing; there were approximately one-half as many workers in agriculture in 1960 (5,575) as there were in 1940 (11,711).[26] In fact, less than 1% of total personal income for the Erie-Niagara area comes from farming.[27]

Two thousand one-hundred ninety-four farm were reported operating (1964), of which 696 were dairy farms. Dairying was reported as the leading agricultural activity. Agricultural products marketed in 1964 were valued at 88.7 million dollars. Ninety-five percent of the farms in Erie County were owner operated, and the total acreage of all farms in the County was 269.[28]

The Buffalo S.M.S.A. has an average rank of 14, in economic health, among the 58 counties of New York State. General assessment of economic health was based on nine economic indicators that rated the area "moderately good" (with "good" the highest possible rating).[29]

Full property value for Erie County (1965) was $5,610,308,000 with taxes levied at 2.8% of full value.[30]

County medical services are provided by 1,688 physicians and 739 dentists (1967). The 4,342 hospital beds (1965) do not include federal and State government operated facilities. One thousand six-hundred twenty lawyers (1966) were listed as practicing in the Erie County area.[31]

Two major planning agencies function in the Erie County area. The Erie County Planning Department is a unit of county government thus it is responsible to the county executive and receives financial support from the county board of representatives. Planning scope includes transportation, utilities, population projections and land use. In addition to the county planning agency, regional planning is formulated throught the Erie-Niagara Planning Board. Purpose of the regional board was to act as a coordinating agency for the U. S. Department of Housing and Urban Development, but it is also a co-agency, through its advisory function, to city and town governments. The regional board plans on a broad base in matters of transportation, utilities, park and open space, and federal aid to education. Major financial support for the regional board comes from the federal government with the counties of Erie and Niagara carrying a lesser share. The State of New York Office of Planning Coordination places Erie County in the Western Region, along with Niagara and Wyoming counties.

In summary, BOCES 1 is contained within a larger urban area that includes the city of Buffalo, several medium-sized cities and assorted towns and villages. Rapid population growth (1950-60) has now leveled off and economic health of the area is rated "moderately good." A non-manufacturing employment shift has been noted, and decreased emphasis on manufacturing and agriculture is projected.

2. EDUCATION IN THE REGION

The Erie BOCES 1 area covers 23 school districts (11 of which are independent superintendencies), 19 of the 23 school districts are members of the BOCES. Average daily attendance (1968), K-12, for member schools in the BOCES region was 85,709.[32] Total non-public school enrollment, for all of Erie County, was 73,903 students with a professional staff of 6,998.[33]

Enrollments (full-time equivalent 1967) in higher education institutions were distributed among: one university, the State University of New York at Buffalo - 19,113; four colleges, Canisus - 3,690, D'Youville - 1,450, Rosary Hill - 1,374, the State University College at Buffalo - 8,180; and two two-year colleges, Sancta Maria College - 77 (1964) and Erie County Community College - 4,158. The four private Roman Catholic institutions and three State University units served 33,807 students in four-year programs and 4,235 students in two-year programs.[34]

Higher education is projected to have a major impact on the BOCES 1 region. SUNY Buffalo has undertaken development of a new 1,125 acre campus in the town of Amherst and conversion of the Main Street (city of Buffalo) campus to a center for continuing education by 1975. By 1985, the University projects an enrollment of 34,100 students. Expanded student enrollment and direct and indirect University employment will create accelerated regional growth and development with concomitant need for joint planning between education and social and economic agencies.[35]

The Community College is also expanding its campus from one to three centers. The current campus at Williamsville will be supplemented by another in the southern part of Erie County and one located on the Buffalo waterfront. The College will be organized under one president and a single board of trustees, but with three separate campuses.[36]

Table 1 shows the enrollments of eight selected school districts within BOCES 1. Five are independent school districts with a superintendency, and three are central school districts with a supervising principal as chief school officer. Three districts have less than the 700 pupils in grades 10-12 recommended by the New York State

Education Department. The standard of at least 100 pupils in the graduating class was met by all eight districts.[37]

Professional staff distribution in the eight selected districts is shown in Table 2. Professional staff-student enrollment ratios are 1:19, comparable to those in the other sample districts of this report. The ratios ranged from a low of 17 to a high of 22.

Twelfth grade graduates of the eight selected districts were distributed among the categories shown in Table 3. The percentage of graduates entering some form of post-secondary education was double the percentage going directly to employment. Of those entering college, about twice the proportion entered four-year colleges as entered two-year colleges. The dropout rate for the eight districts was a mean percent of nine.

TABLE 1

ENROLLMENT IN EIGHT SELECTED SCHOOL DISTRICTS IN ERIE COUNTY BOCES 1, 1968[38]

School District	Elementary(K-6)	Junior High(7-9)	Senior High(10-12)	Total
Akron	1084	445	402	1931
Cheektowaga	1917	777	598	3292
Cleveland Hill	1321	684	780	2785
Depew	1565	636	541	2742
Frontier	3732	1559	1365	6656
Hamburg	2924	1354	1167	5445
Maryvale	4273	1579	1389	7241
Williamsville	5850	2222	1830	9902

TABLE 2

PROFESSIONAL STAFF IN EIGHT SELECTED SCHOOL DISTRICTS IN ERIE COUNTY BOCES 1, 1968[39]

School District	Principals	Assistant Principals	Classroom Teachers	Other Instructional Staff	Total
Akron	2	2	83	13	100
Cheektowaga	4	2	139	7	152
Cleveland Hill	3	2	129	26	160
Depew	4	2	128	14	148
Frontier	8	8	264	30	310
Hamburg	7	2	247	37	293
Maryvale	6	8	312	42	368
Williamsville	11	11	427	65	514

TABLE 3

POST-GRADUATION DISTRIBUTIONS OF TWELFTH GRADE FOR EIGHT SELECTED SCHOOL DISTRICTS OF ERIE COUNTY BOCES 1, 1968[40]

School District	%entering 4-year colleges	%entering 2-year colleges	%other post-secondary	%to employment	%to military service	%to other	Total N
Akron	31	23	6	21	5	14	108
Cheektowaga	23	16	8	50	4	0	142
Cleveland Hill	22	23	4	48	2	0	206
Depew	14	27	15	37	7	0	112
Frontier	31	17	10	0	0	43	331
Hamburg	39	19	8	25	5	4	299
Maryvale	29	14	15	28	5	8	360
Williamsville	47	28	6	16	2	1	454

Regional Educational Services

Board of Cooperative Education Services (BOCES)

Nineteen school districts are members of the Erie County BOCES 1. The 700 square mile BOCES was formed as a result of consolidation (1963) of supervisory districts Erie 1 and 2 upon the retirement of the district superintendent of Erie 2. (The present Erie 2 supervisory district, in the southern part of the County, is composed of districts from the reorganized Erie districts 3 and 4.)

In the five-year period from its inception, the growth and development of BOCES 1 services has been rapid. Evidence of the growth can be seen in the BOCES 1968-69 budget of $5,100,000 as compared to its 1963-64 budget of $1,800,000.

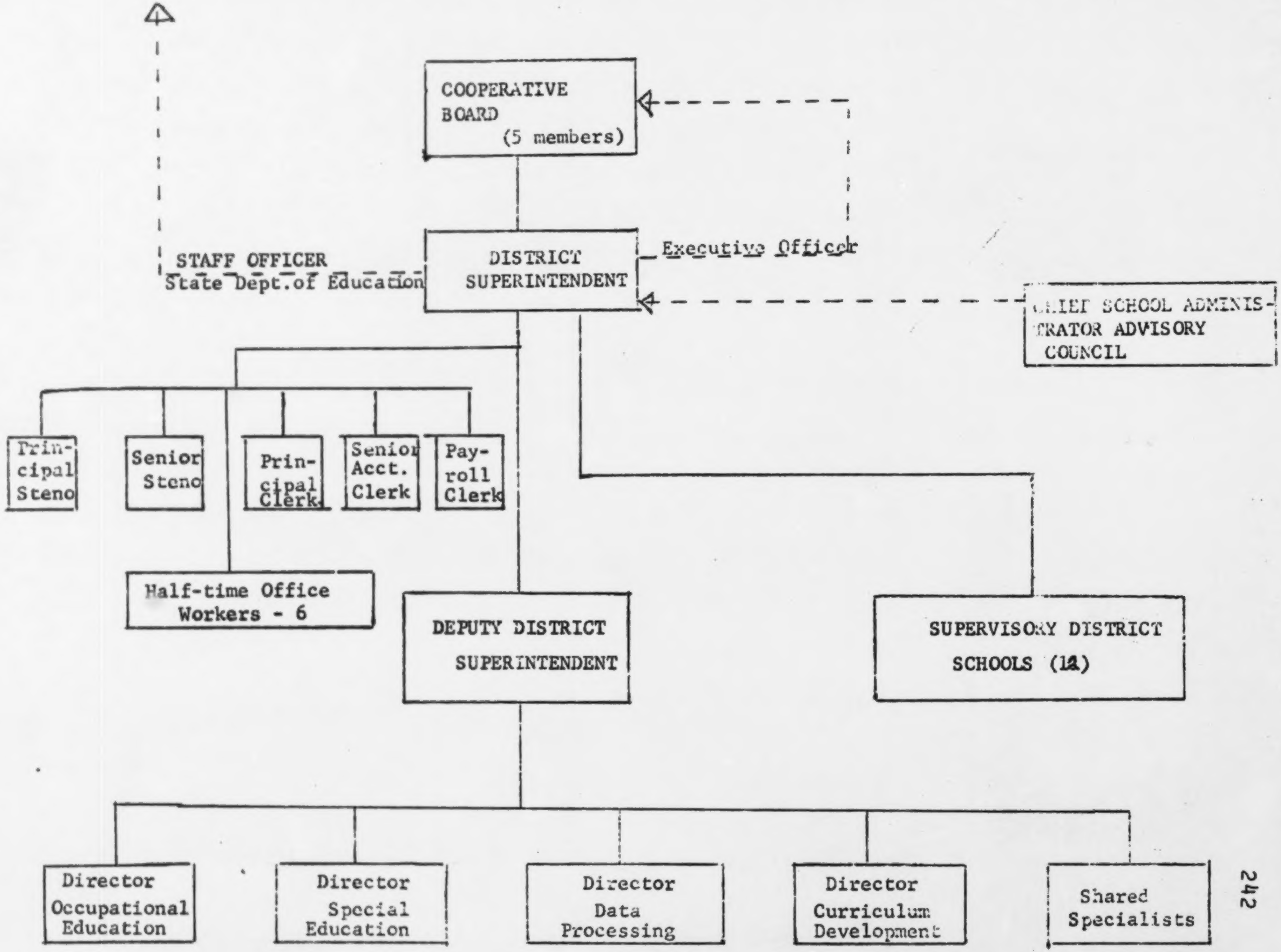
Services are provided in occupational education, special education, data processing, curriculum development, shared specialists and transportation. (Evolvement of these BOCES services from the Erie County Vocational Education and Extension Board is discussed in Section 3.)

Occupational education is conducted in two centers at Harkness and Potter Road. Prior to 1961 occupational education programs were held in rented facilities. There are 24 teachers at Harkness Center and 670 students (1968). Potter Road has 33 teachers and 773 students (1968). The total occupational program enrollment of 1,443 represents 10% of the high school students in the component school districts.

Table 4 shows the organization chart of BOCES 1. Note that the District Superintendent, executive officer and administrative head of the BOCES 1, is also administrator of the Supervisory District, which consists of 12 school systems.

TABLE 4

ORGANIZATIONAL CHART - BOCES FIRST SUPERVISORY DISTRICT ERIE COUNTY


COOPERATIVE BOARD (5 members)
DISTRICT SUPERINTENDENT
STAFF OFFICER State Dept. of Education
Executive Officer
CHIEF SCHOOL ADMINISTRATOR ADVISORY COUNCIL
Principal Steno
Senior Steno
Principal Clerk
Senior Acct. Clerk
Payroll Clerk
Half-time Office Workers - 6
DEPUTY DISTRICT SUPERINTENDENT
SUPERVISORY DISTRICT SCHOOLS (12)
Director Occupational Education
Director Special Education
Director Data Processing
Director Curriculum Development
Shared Specialists

Programs of the two occupational centers are operated within the major areas of trade, technical, work study, adult, and driver training. Table 5 shows specific programs and their growth enrollment 1963-64 to 1968-69.

TABLE 5

OCCUPATIONAL EDUCATION ENROLLMENTS
1963-64 AND 1968-69
ERIE COUNTY BOCES 1[41]

	Enrollment	
Program	1963-64	1968-69
Practical Nursing - First Year	47	109
Practical Nursing II - Mercy Hospital	11	34
Practical Nursing II - Meyer Hospital	35	39
Industrial Cooperative Work Experience	38	186
Cosmetology - Potter Road	110	98
Cosmetology - Harkness Center	140	175
Technical Electronics - Potter Road	32	57
Technical Electronics - Harkness Center	48	54
Mechanical Design	24	22
Machine Shop - Harkness Center	16	29
Machine Shop - Potter Road	12	52
Auto Mechanics - Potter Road	105	103
Auto Mechanics - Harkness Center	86	93
Heating & Air Conditioning - Potter Road	11	27
*Microbiology - Hamburg #1	42	*
Commercial Art	18	16
Commercial Art II		11
Electronic Maintenance	22	70
Distributive Education	40	65
Building Maintenance		38
Household Appliance Repair		56
Auto Collision		54
Auto-Heavy Equipment		17
Dental Assisting		24
Data Processing		80
Food Service		78
Home & Institutional Health		33
Multi-Occupational		74
Welding		30
Totals	837	1724

*These classes are now operated by the home school in Hamburg district 1, Frontier Central, West Seneca Central.

In addition to the classes in the BOCES 1 occupational centers, about 130 students attend classes in the city of Buffalo under contracts between the BOCES 1 and the city school system.

Approximately 1,000 students are enrolled in special education classes organized to serve children who are educationally handicapped because of physical, mental and emotional problems. Programs are provided in:

Learning difficulties
Mentally retarded
Visual difficulties
Hearing difficulties
In-service teacher training
Child evaluation
Summer programs - mentally retarded, in-service training, pre-school, learning difficulties

The Special Education Department of the BOCES 1 operated (1968) 10 classes for trainable retarded children, 45 for educable retarded children, and 55 classes for those with special learning difficulties. The Department coordinates placement, tuition and transportation for physically handicapped children with other school systems or community agencies.

The Data Processing Center provides services to component school systems and to school systems outside the BOCES area. About 40 school districts were using services of the Center (1968). Not all schools within the BOCES area use the services. Some districts have no interest, others cite financial reasons, and some do not like the structure the service imposes. For example, all districts using the attendance accounting service would need to utilize the same attendance record procedures in order that data could be readily used in the BOCES computer attendance program. In addition a few districts are reluctant to use central data processing service because they view use of the service as a loss of local control.

The following are services and programs provided by the Data Processing Center:

- Student Area
  - Census
  - Test scoring
  - Pupil transcript generation
  - Scheduling
  - Grade reporting
  - Attendance reporting

- Financial Area
  - Payroll
  - Accounts payable
  - Budget analysis
  - Cafeteria accounting
  - Bid list generation
  - Bus maintenance control
  - Budget preparation

- Staff Area
  - Professional staff
  - Non-professional staff
  - Skills inventory

- Instructional Use of Computer
  - Computer science
  - Computer math
  - In-service training for computer activities

The BOCES 1 Data Processing Center has been designated by the State as a "super-center" for the region west of Syracuse. In this capacity the center will have research and development, evaluation and training, and service functions. Services are now provided to school systems in the eight-county region of Western New York through their various BOCES contracting for services with Erie County BOCES 1.

The Curriculum Development Department is designed to meet curricular needs of component districts and to conduct research, testing, and design and construction of new curricular programs. Programs and services offered to component schools are:

- Learning Resources Center
- Teacher Training Program
  - Modern mathematics
  - Systems training
  - Biology
  - Geography
  - Chemistry
  - Instructional TV utilization
  - Metallurgy
  - Developing the middle school
  - Economics
  - Materials production and design
  - Film Library
  - Instructional television
- Video Tape Library
  - Communications planning
  - Duplication of audio and video tapes
  - Consulting on bids and purchases
  - In-service training
- TV Repair and Maintenance
- Performing Arts

The Curriculum Development Department views itself as a catalyst linking universities, as producers of curriculum innovation, and the public schools as users.

The shared specialists staff of the BOCES is directly responsible to the Deputy District Superintendent. These specialists include five psychologists, one social worker, four speech therapists, two string music teachers, one audio-meter technician, two attendance supervisors, and one dental hygienist. Home teaching is also offered. Approximately eight districts use the shared specialists.

Erie County Technical Institute

The two-year college began in 1946 as a technical institute for high school graduates; in 1953 the county board of supervisors assumed sponsorship. In September 1969 the college not only changed its name to Erie Community College but also added a liberal arts program to its existing career programs. This report will concern itself with a description of career programs since they constituted the College program at the time data were collected (April 1969).

The curriculum of the Community College is based on basic preparation for technical occupations. The Degree of Associate in Applied Science is offered with major study in:[42]

Business administration
Chemical technology
Civil technology
Construction technology
Data processing
Dental hygiene
Electrical technology
Food service administration
Industrial technology
Mechanical technology
Medical office assistant
Medical laboratory technology
Metallurgical technology
Ophthalmic dispensing
Recreation supervision
Executive secretarial science
Police science
Occupational theorapy assistant

The Evening and Extension Division is open for diploma programs offered in:[43]

Architectural drawing
Basic engineering science
Building estimating and construction
Business management
Cobol programming (business)
Electrical power
Electronics
Engineering secretarial practice
Heating and air conditioning
Industrial automation
Industrial chemistry
Industrial instrumentation
Machine design
Medical office practice
Metallurgy
Production planning
Structural design
Tool design

Special classes to meet industrial and technical needs are organized upon request. The Supervisory Development Series, for example, is a group of courses presented to develop a background in supervision for front line supervisors of local companies.

The evening and extension programs are keeping abreast with new technology. Approximately 6,000 people were enrolled in the Evening and Extension Division in 1968-69.[44] Few of these students were enrolled in degree programs.

Flexibility and responsiveness appear to be key in organizing the evening and extension programs. It was reported that courses are never closed out (if one becomes full another section is added) and that there have been as many as nine sections of a course.

Course hours are scheduled in two shifts (6:00 - 7:50 p.m. and 8:00 - 10:00 p.m.) to permit accessibility for students and optimal use of facilities (80% usage). It is policy to run in the evening any technical course for which there is demand. The staff of the program is made up of 40% of the regular teaching staff and is further augmented by non-regular teaching faculty.

Most Community College students in the regular and evening divisions are residents of Erie County. Niagara Community College and Batavia Community College also serve the greater area for general programs, and thus Erie

Community College draws only about 400 of its 2,400 full-time equivalent (FTE) from outside Erie County.

Enrollment projections for Erie Community College indicate major growth in the next decade.

TABLE 6

ENROLLMENT PROJECTIONS FOR ERIE COMMUNITY COLLEGE[45]

Year	Credit Course Students				Teaching Staff (FTE positions)
	Full time	Part time	Total	FTE (annual average)	
1967-68	2,248	1,190	3,438	3,490	190
1971-72	4,300	3,820	8,120	6,755	404
1975-76	6,100	5,320	11,420	9,535	636

Expansion of physical facilities for the College's growth has been discussed previously. It is planned that this expansion will further aid the College to serve the community through adult education, vocational, technical and community service programs. (See Section 4).

Project Innovation, Regional Supplementary Education Center

Project Innovation, the area Title III center (Elementary and Secondary Education Act, 1965 [ESEA]), was developed by the Western New York School Study Council of SUNY Buffalo. The Center operates in the eight-county western New York area to "discover, develop, promote and publicize sound new educational practices aimed at meeting the region's most pressing educational needs."[46]

Bulletins from the Title III center state its services are available for proposal preparation, manpower development, evaluation and dissemination.

Activities that illustrate the range of its work are:[47]

1. Identifying needs - conferences, meetings, surveys to identify immediate and long-range needs of the region and ideas and suggestions to meet the needs.

2. In-service education: disadvantaged learner, home economics, interpersonal classroom relations, new social studies, new science, reading, secondary education.

3. Project 1990 - a year-long study of conditions expected in Niagara Frontier schools in the next 20 years. Areas included were forecasting - demographic, economic and financial; financing; organizing - administrative and legal; planning of middle schools.

4. Human relations - on-the-job in-service education for teachers emphasizing awareness, information, teaching materials and methods to improve human relations.

5. Equal Educational Opportunity Conference - explored with local civic leaders problems of providing equal educational opportunity to all students of region.

6. Teacher recruitment - as part of manpower development unit the Center assisted in area recruitment of teachers.

7. Metropolitan sharing - published results of survey of educational leaders reporting attitudes toward metropolitan sharing as a means of improving education.

Plans were underway (April 1969) to merge Project Innovation with the Western New York Study Council. The new unit will be titled Western New York School Development Council. Membership will be free to all public and private schools in the eight-county western New York area (counties of Niagara, Erie, Cattaraugus, Orleans, Genesee, Wyoming, and Allegany). The guidelines of Title III of ESEA will be met by establishing a board of directors elected at large from the area; all reference to SUNY Buffalo will be removed from the charter. Essentially the Council will be modeled on the Genesee Valley School Development Association. (See Monroe County, Chapter III of this report).

Education in the BOCES 1 region is diverse, active and competitive. Much is available in services and consulting to school districts; in fact, it would appear that one of the problems facing school districts is the selection of activities in which to become involved. An ever expanding BOCES with strong roots in several programs to cover a wide variety of services; a community college responsive to area needs; and a Title III center preparing to link up with the firmly entrenched SUNY Buffalo School Study Council - all point to a complex network of educational opportunities that seek actively to be utilized by the school districts.

3. GOAL SETTING AND ACHIEVEMENT

Occupational Education

Vocational and technical education on a county-wide basis was begun in 1942 with the establishment of a Vocational Education and Extension Board (VEEB). Goal of VEEB was the "pomotion of itinerant educational services among the several school districts of Erie County."[48] Health education consulting was the first service organized, and in 1949 official note was taken of County vocational needs. An area survey was initiated, a professional advisory committee was established, and in 1954 VEEB published the survey "Erie County Needs More Vocational Education." No action was taken on the study. An updating of the area survey in 1956-57[49] was undertaken by a VEEB appointed Director of Vocational Education. In his report, prepared in conjunction with Erie County administrators and teachers, three objectives of vocational education were stated:[50]

> 1. To assist youth, while still in school, in selecting occupations in the manufacturing or service fields of work; to provide training of less than college grade prepartory to employment; and to assist those so prepared in obtaining employment in the occupations for which training has been given.
>
> 2. To provide extension of preparatory courses and services for employed and unemployed adults that would lead to the development of skills or technical knowledge, or both, in accordance with their need for such courses; to provide worker replacements; and to meet changing work requirements, as these are determined by the schools in cooperation with employers and labor representatives.
>
> 3. To design all courses so that principles of good citizenship and good workmanship as well as knowledge of the organization and economics of our industrial system . . . are included.

Organization and administration of the VEEB plan called for a county-wide vocational education program.

Initiative for vocational education was picked up, however, by the two supervisory districts and gained impetus with improved New York State legislation and opportunities for federal financial support. A 1964 survey report, jointly sponsored by school districts in Erie County, crystallized the importance of vocational education.[51] General recommendations consistent with objectives of the 1957 VEEB survey were stated, necessary staff personnel were identified, and basic policies in facilities planning and future studies were specified. Major distinction between this report and earlier VEEB reports was that implementation of goals was now being sought through the two BOCES serving the area rather than a single county administrative structure.

A broad base of participation in setting goals of the 1964 survey was identified:[52]

> "High school counselors, principals, vocational directors, industrial executives, labor leaders, and informed non-specialists were all consulted in defining the complex problem and designing the committee's approaches to their procedures and reports. More than 30,000 students in the upper grades of 70 public and parochial schools were questioned; parents of these youngsters also supplied information; 6,500 former students (graduates and dropouts) reported their experiences; 500 employers, large and small, were questioned about their needs and prospects; six interviewers made depth studies of some firms and students."

Decisions affecting goal setting at the time of data collection (April 1969) were made by the chief school officers of component schools. Interviews with chief school officers and the BOCES 1 staff support this point. Several quotes of chief school officers indicate the strength of conviction of their role in goal setting:

> "The decision making structure of the BOCES Center is really the chief school officer. We've had a working relationship with them. I don't remember that the BOCES board has ever reacted against anything that we have wanted."

> "The school administrators make the decisions."

> "The BOCES board legally has ultimate responsibility but in practice the district superintendent and assistant translate the chief school officer's material into action through the board."

BOCES staff comments can be summarized in one quote: "We have a basic policy of following chief school officer recommendations."

Participation in goal setting by groups associated with occupational education was assessed by means of a questionnaire. Groups receiving questionnaires were component school occupational teachers and school board members, BOCES board members, union officials and area employers. The response rate was so low that any statement of generalization or trend is tenuous; only one or two questionnaires were returned in all categories except component school occupational teachers (5 returned of 33 sent). Scanning of all returns indicated that teachers, union officials and employers reported no participation in determining types of vocational courses offered, in evaluation of program, in involvement in site location and facility planning, in cost of program operation, or in coordination of BOCES with local agencies and school districts. Local board members and BOCES board members responding indicated moderate participation in these areas.

Opinion concerning processes associated with goal setting were also sought from the groups. Those few questionnaires returned had a highly varied pattern of response. No comment can justifiably be made on the basis of insufficient data.

The "no return" condition of questionnaries is a source of concern to the investigator. Of 89 questionnaires sent to Erie County union officials, why were only two returned? One employer of 44 sampled responded; and one local board member of 16 return the questionnaire. It is believed that a rich source of data for determining who sets goals for occupational education was not identified through the "no return" factor.

Interviews with BOCES 1 staff members did identify one aspect of goal setting not mentioned by chief school officers interviewed. The BOCES staff noted that requests for new courses in occupational education could be initiated from three sources other than the chief school officers and the BOCES staff: (1) through the general nine-member occupational advisory committee (there are no separate committees for each program area); (2) through requests from an occupational field (for example, dentists requested a program for training dental assistants, and the trucking association requested an adult evening course for truck mechanics); and (3) through local school guidance counselors who provide feedback from students. However, final decision on new courses still appeared to be the province of the chief school officers.

Evaluation of courses and assessment of goal achievement in occupational education is conducted by the BOCES staff. The conclusion of a follow-up study of vocational graduates of the classes 1963-66 [53] were highly favorable to achievement of goals: most graduates find jobs in the field for which they trained and they find employment almost immediately.

Component schools assess goal achievement through the quality of services offered. Several administrators underscored their position of being able to withdraw support if they thought the BOCES was not "doing a good job." In addition, the BOCES staff emphasized that all courses were elective, not required; therefore the staff believed that there was constant student evaluation as shown by enrollment. Low enrollment could be a reason for eliminating courses; or, though the criterion is not yet used, if a course was flooding the market with prospective employees, it would be dropped. Withdrawal of courses is done by the director of vocational education in conjunction wtih component school guidance counselors.

Goal setting and achievement in occupational education for Erie BOCES 1 appear to be consistent with a recommendation from the 1964 Outlook survey:[54]

> "Constant study must be made of the needs of local business, industry, and agriculture as well as state and national needs; any comprehensive program must be flexible enough to reflect the results of such study."

Educational Technology

Goal setting for data processing appears to originate with the BOCES staff and with component school districts. Ideas generated through BOCES staff meetings for new users groups or pilot groups are communicated to school districts, and interest is stimulated in these ideas by direct contact of the director and deputy director. It is also the deputy director's job to work with the schools to determine needed services and to instruct the schools how to use the services. Therefore, goals can originate with the BOCES but must be "sold" to and accepted by school districts before services can be operationalized.

Designation by the State Education Department of BOCES 1 Data Processing Center as a research and development and evaluation and training center for the region west of Syracuse will add new dimensions to goals identified by the center. Recency of the designation and funding problems do not permit analysis of goals or evaluation of achievement of goals by the regional data processing center.

Achievement of data processing goals is noted in terms of cost -- the center has the lowest cost per application in New York State; and in quality of services. The BOCES data processing staff rated services fair, given limitations of what the districts want and the limitations of number of center personnel.

Erie County BOCES 1 has one of the largest educational technology operations in the State. The broad goal is to provide teachers with services to better carry out their jobs. The district superintendent believes the BOCES is "just beginning to crack the surface of what can be done." He sees computer-assisted instruction, video tape services, educational TV and other educational technology expanding to help component districts with instruction, and analysis and diagnosis of their problems.

Joint goal setting and evaluation between BOCES staff and component districts is critical in the area of educational technology. The center staff must use its technical expertise to devise services that meet district needs and still open new areas of services not conceived by the districts. Acceptance of jointly planned center goals is critical to continued growth and development of the Data Processing Center.

In-service Education

Goals for in-service education appear to be set by school districts, the BOCES, the Title III center, Erie Community College and the School Study Council. Programs overlap; several chief school officers spoke of the need for coordination. In-service programs sponsored by the Title III center and BOCES were those most frequently cited as overlapping. Basic to the overlap seems to be lack of understanding by each unit of the precise nature of the other's goals.

Title III center goals for in-service education were set up through an area survey of teachers' needs -- including not only what they wanted but where they wanted it. The director reported that many of the Title III in-service activities are those that colleges and universities find impractical to implement because of staff disinterest. Conflict with the BOCES on in-service programs will terminate however, since the Center will no longer conduct in-service programs (even though 1500 teachers were served in 1968-69). Changing emphasis of the Center has led to the change in goal direction.

Most hief school officers frequently discussed with the team interviewers the BOCES in-service programs. These programs can be initiated by the BOCES staff and then "sold" to districts (for example, a users' workshop in a data processing application), but more frequently, according to the staff, requests are initiated by teachers through the chief school officer or directly to the BOCES staff. The Curriculum Development Department of BOCES can work directly with component schools in organizing in-service education.

A questionnaire was mailed to a sample of teachers in each of the eight selected districts in BOCES 1 to assess participation by the teachers in goal setting for in-service education. Table 7 summarizes the teachers' responses.

TABLE 7

RANGE OF PARTICIPATION AFFORDED TEACHERS IN VARIOUS ASPECTS OF IN-SERVICE TRAINING PROGRAMS: ERIE COUNTY BOCES 1

Aspect	Range in Percent*				
	Great	Considerable	Moderate	Little	None
Deciding to have the in-service program	7%	7%	0%	13%	73%
Deciding who would be eligible to participate	7%	7%	13%	7%	67%
Selecting course content and procedures	20%	0%	13%	0%	67%
Planning necessary changes	13%	0%	7%	7%	74%
Deciding organization routines	7%	7%	0%	7%	80%
Evaluating the course	7%	0%	7%	7%	80%
Suggesting changes in future programs	13%	20%	40%	13%	13%

*Percent rounded

Teachers in the eight districts were further queried in regard to their opinion of the processes by which in-service education is planned, organized and relevancy assessed. Table 8 reports their opinions.

TABLE 8

REPORTED OPINION OF TEACHERS TOWARD VARIOUS ASPECTS OF IN-SERVICE TRAINING PROGRAMS: ERIE COUNTY BOCES 1

Aspect	Opinion		
	Positive	Negative	Neutral
Process through which program initiated	53%	13%	33%
Process through which program organized	60%	7%	33%
Qualifications of organization conducting program	93%	0%	7%
Process of evaluating program	60%	20%	20%
Opportunity of participants to affect direction of future courses	53%	13%	33%
Relevancy of program to participants' work	67%	7%	27%

Table 7 shows an overwhelming percentage of teachers reporting no participation in initiating, organizing or evaluating in-service education programs. However, Title III center and BOCES administrators reported teachers were involved in the process of in-service education planning. Only one item, "Suggesting changes in future programs," shows substantial involvement by the teachers (sum of great-considerable-moderate = 73%). One can only hope that a suggestion they make for future programs is that the teachers have an opportunity to participate in the planning of their own in-service program in a way they consider meaningful.

It may be, however, that the teachers are well satisfied with their stated low participation level in planning programs. Table 8 shows that the majority of teachers was positive in their opinion of processes used to develop and evaluate in-service education programs. The BOCES teachers had a higher percentage of positive responses to the opinion of six processes associated with in-service education programs than did all teachers from the seven other supervisory districts studied in this report. The negative opinions of process were lower for Erie County BOCES 1 than those of the other supervisory districts.

Goal setting and evaluation of goal achievement for BOCES 1 appears to be carried out by the BOCES and component school districts working in a partnership. Other educative agencies enter the process only in a peripheral way. In terms of efficiency, the short, direct lines of communication and control between the BOCES and school districts probably yield high payoff. Effectiveness, however, could no doubt be augmented if the several parties affected by goal decisions were more central to the processes. Roles for teachers, students, board members, employers and relevant others must be structured to aid in more effective decision making concerning goals of education in the supervisory district.

4. INNOVATING AND INNOVATION

Occupational Education

Occupational programs sponsored by the BOCES reflect area needs and, as such, concentrate on trade, manufacturing and service related occupations. Programs are developed and sustained when they meet employment needs. Sensitivity to changing employment opportunities in the Buffalo S.M.S.A. (noted in Section 1) is present in the BOCES; yet the BOCES is a "here and now" organization that must provide training for its current group of students to get jobs immediately. Under these limitations, flexibility of organization and knowledge of area economic conditions are essential. The 1964 area survey[55] recognized this fact and the expressed attitude seemed to prevail among the BOCES staff:

> "Trade and industrial education as traditionally conceived may well be useless. Changes come so rapidly that the exact nature of occupational training cannot be foreseen. Flexibility, with all its attendant problems, must be the keystone of planning."

Two organizational factors promote innovativeness of occupational education programs. First, there are no home school occupational programs; therefore the BOCES schools have no limitations due to program overlap, competition for staff, students, or vocational dollars. This gives BOCES the opportunity to devise original programs without the restrictions imposed by existing home programs. Second, the decentralized nature of operation of Harkness Center and Potter Road Center facilitates innovative programs. Specific component schools send students to one of the schools; the Chief school officers of those sending districts are then able to shape programs to fit unique needs of those school populations attending the Center. This decentralized arrangement encourages flexibility of school program development yet provides the two centers with supporting services of the central BOCES staff.

Students with clear vocational goals are able to select from the 22 types of course offerings. For those unclear as to their direction the Multi-Occupational program offers a chance to explore and provides counseling and remedial reading assistance. Students in this program choose four out of the following areas of study for a ten-week exploration of each: beautician aide, benchwork and assembly, building maintenance, food preparation and service, gas station operation, grounds maintenance, mail room operations, or medical aide. After completion of the one-year Multi-Occupations program, students may return to the Center for a two-year program or they may enroll in a work study or general program at their home schools. The opportunity to explore and/or to pursue directly occupational goals is evidence of BOCES program openness.

Evidence of BOCES acting as an aid to local school innovation was found in its support of a course initiated at a local school through the interest of staff and students. Two other schools were interested in the class (microbiology) since it proved to benefit college-bound and semi-vocational students. The BOCES provided bussing between the schools and thus supported the course until interest developed to the point were each of the three shools now operates its own course. As a supporter of local school innovation, it appears the BOCES has a legitimate and helpful role.

Adult occupational education sponsored by the BOCES is organized as an "occupational extension" program. Emphasis is on vocational training as distinct from local school adult programs' avocational training emphasis. The director of occupational education explained it:

> "We are more interested in the fellow who wants to work or is working as an auto mechanic, while West Seneca's course is directed more to the fellow who works on his own car. We direct our course to the chef while Williamsville's course will be for the gourmet."

Area trade unions have approached the BOCES about organizing union training programs. In the past, union training has been done through the Buffalo city school system, but rising costs and rigidity of negotiated teacher contracts have forced the union to explore alternate means. The BOCES has the flexibility to meet changing conditions; it has high capacity to exhibit innovative behavior. Future direction of the BOCES may well illustrate examples of this behavior.

Educational Technology

Table 9 lists innovative practices for the eight selected school districts in BOCES 1. The innovative practices are those reported by the schools to the New York State Education Department.

TABLE 9

INDICATIONS OF INNOVATIVE PRACTICES IN EIGHT SCHOOL DISTRICTS OF ERIE COUNTY BOCES 1, FALL, 1968[56]

Practice	Number of Schools (out of 8) Reporting Use of Practice
Use of ESEA Title III Center	4
Participation in Other Federal Programs	7
Participation in State Programs	6
Participation in BOCES Programs	8
Use of Regional School Study Council	6
Programmed Learning	5
Computer-Assisted Instruction	3
Other Types of Independent Study	7
Open Circuit Television	8
Closed Circuit Television	6
Video Tapes	7
Films	8
Filmstrips	8
Slides	8
Other Graphics	8
Continuous Progress--Elementary Level	7
Continuous Progress--Junior High Level	4
Continuous Progress--Senior High Level	1
Curricular Innovations, Local	8
Curricular Innovations, State	8
Curricular Innovations, National	6
Performing Arts Program	8
Prekindergarten Program	5
Integration Program	5
Intercultural Relations Program	6
Flexible or Modular Scheduling	6
Summer School, Elementary	7
Summer School, Junior High	5
Summer School, Senior High	4

The table illustrates the generally high level of innovative activity in the schools. In 27 of the 29 innovative practices listed, 50% or more of the schools reported use of the practice. Interviews with chief school officers gave support to these data. The area schools cited federal and State financial aid as a facilitator of innovation and, of course, availability of programs and program assistance from the BOCES and the Title III center.

Further analysis of the level of educational technology in the BOCES was accomplished through a series of telephone interviews to public and parochial schools and to post high school institutions. Three private and parochial schools were polled, as were eight post-high school institutions including area two-and four-year colleges. Seven institutions reported using educational television for instruction; some had their own studios for production; others used a video tape system. Seven were using data processing for administrative purposes through contracts with outside agencies or through their own facilities. Audio-visual facilities (language labs, etc.) were utilized in five of the institutions. Assistance from SUNY Buffalo was cited by several institutions either in the initial stages of considering use of technology where the university provides trial runs of services or in the continuing use of university facilities. The presence of a major state university tends to stimulate and support a level of innovation in technology where initial costs are high and errors in selection of technology make innovation a high risk.

Seven of the eight selected districts in BOCES were polled concerning availability of selected types of educational technology. All reported educational technology in kinds of library materials and equipment used and use of the BOCES data processing center services. (Only one other supervisory district sampled in this report equaled this high use of technology.)

The same seven BOCES 1 districts were asked to identify their sources of assistance in obtaining and using educational technology for instructional or administrative procedures. All school districts reported using the BOCES as a source of assistance with one working also with other educational agencies and two with other school districts. None of the seven districts reported assistance from the Title III center or Title IV Regional Laboratory.

Data and interviews with chief school officers illustrate the key role the BOCES has played in stimulating and supporting school district interest and use of educational technology. One chief school officer described the BOCES unique position: "They can spark interest and be pioneers because they are not in the goldfish bowl."

During 1967-68 the BOCES was actively engaged in 11 special grants or projects. Table 10 lists the activities.

TABLE 10

SPECIAL GRANTS OR PROJECTS
ERIE COUNTY BOCES 1, 1967-68[57]

Project	Description	Appropriation
*ESEA Title III	Computer-Based Instruction	$225,980.00
ESEA Title III	Computer-Based Instruction	152,989.00
ESEA Title VI	Preschool Planning	1,500.00
ESEA Title II	Library	1,348.35
*NDEA Title V	Guidance Project	22,750.00
*VEA	Followup Study of Vocational Graduates	16,020.00
VEA	Continuation of Above (1968-69)	10,000.00
VEA	Special Needs Project	47,524.00
Title I	Experience Enrichment for Indian Children	27,078.00
Title I	Experience Enrichment for Indian Children	1,435.00
VEA	Vocational Equipment (Home Instruction Care)	33,542.00

*ESEA = Elementary and Secondary Education Act, 1965

NDEA = National Defense Education Act

VEA = Vocational Education Act

BOCES use of educational technology has been discussed previously. Service areas are standard for data processing but the use of these services to school systems of upstate New York is in itself innovative.

Instructional use of the computer has been initiated and plans are underway for expansion. At present there are a number of computer-based resource units at Harkness Center that are designed to individualize instruction. Programs have been developed to relate specific student or group characteristics to specific subject matter, activities, materials, and evaluation devices. The staff looks forward to the time when school terminals will make it possible "to push a button and have a computer that will relate to the child in producing instructional programs."

The BOCES provides administrative services through educational technology, and the staff now speaks of serving students also. They cited the need to attack the problem of convincing the community that computers are part of instruction.

In-service Education

Project Innovation (Title III center), the BOCES and, to some extent, the local school districts are key in in-service education operations. The Community College by design does not engage in in-service programs for teachers but has two informal activities that would serve an in-service function: Regular but informal meetings are held between continuing education teachers and the college to discuss problems and approaches to the area. Physics teachers of the high schools and Community College meet, not with the purpose of professional improvement, but with the purpose of increasing understanding between the two-year college and high school. This pattern may serve an in-service function that while not explicit is present.

The Title III center, now no longer engaged in in-service education, appeared to operate non-conventional programs, such as human relations workshops and working with organized teacher groups to "generate power and influence of teachers."

The BOCES has developed in-service programs to instruct teachers in the use of student and staff data processing services and in the use of computer-assisted instruction. To the extent that such programs are innovative, then the in-service activity associated with them is innovative.

Assessment of in-service in BOCES 1 leads one to consider which remaining agency will be the catalyst for development of innovative in-service programs. Will the Title III center, now merged with the Western New York School

Study Council, exert its adventuresome spirit to spur development of contemporary in-service programs? Will the teachers of component schools demand or negotiate opportunity to design programs and request BOCES to implement them? Will BOCES take the initiative, sensing a gap in "cutting edge" in-service programs, and offer to schools their services in organizing and conducting innovative programs? And, what will be the role of higher education institutions for in-service education as they seek to become more relevant to the community? Response of various educative agencies to in-service needs of the schools is a critical issue in Erie County BOCES 1.

5. SYSTEMS RELATIONS

In Occupational Education

Relations among the BOCES, the school districts, employers and occupational groups are fostered and sustained through information meetings and advisory councils. For example, chief school officers of component districts meet monthly with the BOCES staff; guidance counselors have frequent contact with the occupational education staff; and the general advisory committee for occupational education meets four times a year to review programs and recommend changes and additions.

occupational education are caught in this conflict as the staff tries to devise relevant curriculum for the BOCES 1 area and meet State Education Department expectations.

Articulation between school districts and the BOCES concerning occupational education enrollment and resulting costs illustrates the degree to which the system can be open. School districts are faced each year with the problem of estimating the number of pupils who will attend occupational education programs in the next year; BOCES administrators on the other hand are confronted with the task of estimating per pupil costs so that local and BOCES budget costs can be established. This situation often has led to overestimating the number of pupils with resultant unfilled spaces; yet, resources of staff and materials have been allocated based on eariler enrollment estimates. The BOCES and component school districts have devised the following system to cope with this problem: each school district is allocated a percentage of students for each of the occupational education subject areas; the district "buys" this many places in the occupational school (thus establishing a budget cost item); the school district can "sell" its places or "buy" places from other districts until September; in September if the school district has not filled all its places (by its students and/or through trade-offs), the

BOCES contacts appeared to have been developed with local and State employment related agencies; the director of occupational education, for example, was a member of the Erie County Manpower Coordinating Committee. Relations with the New York State Employment Service were developed to the point that a full-time staff member spent one day a week in each of the two occupational centers discussing "anything and everything connected with the world of work." The director reported that a shortage of New York State Employment Service staff may curtail or eliminate for next year this successful liaison with the work setting and BOCES staff and students.

Relations with State Education Department officials were less than clear. A coordinator for occupational education is assigned by the State Education Department to western New York yet his role appeared to be more ceremonial (for example, taking visitors on a tour of the occupational centers,) than educational. Conflict within the State Education Department and between the State Education Department and occupational educators was expressed by several of those interviewed as a dispute between traditional concepts of trade education and more contemporary ideas of occupational education. The staff and curriculum in district pays for all its unfilled quota. School districts and the BOCES prefer this method of estimating costs and of sharing costs of the unfilled student quota rather than all school districts paying equally for all unfilled places. Key to this process is the attitude expressed by one chief school officer: "It takes good will and cooperation -- and we can make it work." This kind of an open, fluid system characterized by cooperation serves to facilitate good system relations between the chief school officers and the BOCES administrators.

Erie Community College has a State mandate to articulate with the BOCES. One to three meetings a year are reportedly held between BOCES 1 and Community College adminstrators. In addition to these scheduled meetings, the two educational agencies have immediate contact when new programs are being considered. Each unit expressed a desire not to duplicate programs; not to compete for the same sources of federal funding; and not to compete for students. To maintain and facilitate improvement of system relations, area meetings have begun between several BOCES and two-year colleges in western New York State. The purpose of these meetings (one had been held at the time of data gathering) is to develop communication and interaction between western New York educational institutions engaged in vocational technical training programs.

The Community College, as a technical institute, emphasizes preparation for technical occupations. Lay advisory committees function for each program area. The committee members are leaders in the specific program's occupational field. All committees meet at least once a year and frequently two or three times a month when a new program is being developed. Areas of concern for the advisory committees are: the general course of study, course outlines, textbooks, and assistance in placement of program graduates. An intricate network of relations between the technical program field and the Community College staff and students begins to emerge as one views the complexity of an operational advisory committee system.

Erie Community College has extended its occupational education function to the residents of urban Buffalo. The faculty of the College have joined with area private and public colleges, under a Title I grant, to form an Urban Cooperative Center (UCC). Now in its third year, the UCC consists of a "storefront" college for counseling and tutoring the disadvantaged.

The BOCES and Community College each seem to recognize its important role as a trainer of vocational-technical workers for the Buffalo industrial region. Program overlap and competition have occurred and probably will occur again; but, there appears to be a concerted effort to mute these conditions. As the Community College expands to a three-campus unit and as the BOCES expands in occupational education and supplementary offerings of data processing and curriculum development, there will be a heightened need to keep channels of communication open and to devise new and more effective means of coordinating the expanding system of area vocational-technical education.

In Educational Technology

Data processing services link several educative agencies through common needs; among these agencies are Erie County BOCES 1 and the component school districts and BOCES 1 and six other BOCES for which services and consulting for use and development of services are provided. At the time of data collection, no agencies other than school systems were contracting for services with BOCES 1. However, the BOCES will sell free time on its computer to non-educative agencies but will not provide services.

BOCES 1 has not cooperated with any agencies, such as planning agencies, in data collecting or data processing; in fact, the data processing staff reported having no requests from governmental agencies for planning data but did see this request occurring in the future. An issue in cooperative data collection and exchange was the BOCES restriction on releasing educational data to outside agencies.

The data processing staff expressed interest in working with school systems to conduct surveys, to analyze and to plan. Specific assistance in long-range planning could be provided by the BOCES through assessing the school districts' level of poverty, number of disadvantaged students and other needed data. At present, long-range planning assistance by the BOCES is limited, according to the staff, because of lack of additional personnel to provide these types of services.

Data processing has provided the Community College with a framework for further contact with business and industry. Evening time on the Community College computer is sold to business and industry thus giving the College a stronger link with the world of work. The BOCES data processing staff has worked with the Community College as a consultant in data processing operation and in use of the operations.

A telephone survey of private and parochial schools and of post-high school institutions was made in June 1969. The purpose of the survey was to identify the types of assistance provided by area agencies to private, parochial and post-high school institutions in the BOCES 1 area. Summary information indicated little assistance in the form of materials or equipment, but a moderate amount of consulting and advising in program development occurred between area educational agencies and private and parochial schools. Post-high school institutions (two- and four-year colleges) appeared to have little or no interchange of assistance in materials, equipment or consultants. The moderate level of assistance between educational agencies and private-parochial schools gives some indication of a level of interaction that shows possible areas for coordination and cooperation between and among area educational agencies.

In In-service Education

The in-service education functions within the BOCES 1 area appear to have the lowest level of coordination of all eight of those BOCES areas investigated by this study. The local school districts, the BOCES, the Title III center, the Study Council and higher education institutions have at times operated similar if not the same kind of in-service programs in the BOCES 1 area. In effect, then, these units are in competition for people and funding.

There is a need to assess priorities for in-service education and to have broader involvement in this assessment and in the planning of programs. The BOCES curriculum staff meets regularly with local school district personnel responsible for curriculum. This group focuses on initiating and planning in-service programs. However, a broader base of participation, including teachers, is needed. Some teacher agreements in the County have provided structure for teachers to do in-service education planning. One district agreement identified an educational policy committee that could recommend topics for in-service; then the district action committee would write a program for the in-service activity. Some administrators believed higher payoff for in-service education could be achieved by working with key people from several schools rather than trying to reach all teachers. The key people, acting as catalysts, would represent a concerted area thrust to stimlate, improve and change teaching style and subject matter.

Other

Interviews with the various subjects of this study indicated several system blocks to regionalism in the Erie County BOCES 1 area. County and regional planning agencies have few links with formal educational agencies in BOCES 1. The County planning department reported having no contacts with the BOCES or local school districts but having some contact with the Title III center through Project 1990. The Erie - Niagara Regional Planning Board reported no contact with chief school officers for facilities, site selection or transportation planning; no contact with the Community College in determining the College's two new sites; no contact with the BOCES occupational education staff for study of manpower development; and no contact, other than nominal, with the Title III center.

It was generally agreed by those interviewed that there was overlap in regional efforts; for example in demographic projections, in-service education and pupil transportation. Much of this overlap was attributed to the various governing and service agencies not having a clear definition of their unique role in the BOCES 1 and Erie - Niagara area. Frequently cited as compounding the lack of goal definition by the agencies was the tendency of the agencies to each "try to build their own empires." Some planners saw an anti-metropolitan feeling working against regionalism; as an example, the attempts to organize a county police force were thwarted, among other reasons, by political units unwilling to give up any measure of power.

Lack of clear goal definition leading to overlapping functions of agencies; strong emphasis on local prerogatives and decision making, and absence of articulation between educational and professional planners are resulting in a dilution of attempts at long-range planning for the area. Long-range planning can be better served by each agency assessing its unique position and goals in the system and then using staff talent to establish a coordinated plan to facilitate long-range planning.

The isolationist view of several school districts in the BOCES 1 area was criticized by chief school officers, as well as by administrators of other educational agencies, and by planners. This isolationist view appears to be related to the fact that in many parts of BOCES 1 the school district, not the town, forms the political boundary. The school district, therefore, becomes a rallying point for the citizens' loyalties. Evidence was cited in interviews of the isolationist view of some school districts, their unwillingness to lose any power through regional efforts, and the force of local pride and fear of giving up any measure of local decision making power. Financial concerns are weakening the isolationist view of school districts but one school administrator expressed his opinion that it would "require a major shakedown to relegate loyalties" to a broader base than school district boundaries. Within this context BOCES 1 has operationalized a regional program strong in occupational education and emerging with strength in data processing and curriculum development.

Within this system of strong school districts, with strong pride and belief in local control, Erie County BOCES 1 has developed a program in occupational education and developed services in data processing, curriculum development, special education and shared specialists. Success of the BOCES, appears to this investigator, to be related to the quality of leadership of the major BOCES administrators and of a cadre of chief school officers from component districts.

The District Superintendent reported that inter-institutional decision making works well among the BOCES and local schools of the BOCES 1 area; yet, this kind of decision making is not particularly effective when working with the Title III center or Western New York School Study Council. Attempts to determine why inter-institutional decision making works with one group and not with others seemed to point to the centrality of common goals and willingness to modify special interests to be consonant with group goals. Those situations dominated by protection of particular interests or patterns of operation of the institutions appear to be situations in which systems relations are weak. For example, the area of in-service education is characterized by the BOCES, the school districts, the Title III center and the Study Council each organizing individual programs for teachers and non-certificated staff. Tradition, special interests of personnel, or simple continuance of the organization permit each to continue its individual decision making to the exclusion of other regional educational units engaged in the same activities.

BOCES 1 and local school districts have developed inter-institutional decision making procedures to coordinate their reasources and achieve goals. Merger of the Title III center and the Study Council should produce a strong special interest organization with a pattern of operations that will need to be in harmony with the BOCES and component schools. If balance between these units is not achieved, that is, if resources are not coordinated in the system, the area comprising BOCES 1 will not be a region effectively and efficiently achieving its goals. The leadership of administrators working with school boards, teachers and local community groups appears to be the strongest factor capable of further developing education in the BOCES 1 region. The BOCES givesevidence of the capacity to exercise a strong leadership role in this coordination of resources. The systems relations of Erie County BOCES 1 in establishing its strength may provide beginning steps for other forms of regional cooperation.

FOOTNOTES TO CHAPTER V

ERIE COUNTY

[1] *The People of Erie County, New York* (Department of Rural Sociology, Cornell University Agricultural Experiment Station, New York State College of Agriculture, Cornell University, Ithaca, New York, 1963), pp. 8-10.

[2] *Business Fact Book, Buffalo Area, Part 2, Population and Housing, 1963 Edition* (State of New York, Department of Commerce), p. 2.

[3] *A Growth Strategy for the Erie-Niagara Area*, Economic Profile, Erie-Niagara Area (Buffalo, New York: Greater Buffalo Development Foundation, July, 1967), p. 23.

[4] *Demographic Projections for New York State Counties* (State of New York: Office of Planning Coordination, 1968), p. 50-51.

[5] *Business Fact Book, Buffalo Area, Part 2*, p. 6.

[6] *Ibid.*

[7] *The People of Erie County, New York*, pp. 8-9.

[8] *A Growth Strategy for the Erie-Niagara Area*, p. 23.

[9] *Ibid.*

[10] *Business Fact Book, Buffalo Area, Part 2*, pp. 2,5.

[11] *A Growth Strategy for the Erie-Niagara Area*, p. 26.

[12] *Business Fact Book, Buffalo Area, Part 2*, p. 8.

[13] *Ibid.*, p. 3.

[14] *A Growth Strategy for the Erie-Niagara Area*, p. 33.

[15] *Business Fact Book, Buffalo Area, Part 2*, p. 10.

[34] *Education Directory, 1968-69, Part 3, Higher Education* (National Center for Educational Statistics, U.S. Department of Health, Education and Welfare, Washington, D.C., 1968).

[35] *The Buffalo-Amherst Corridor Technical Report* (State of New York: Office of Planning Coordination, 1969), p. 11.

[36] Interview with Dean of Faculty, Erie County Technical Institute, April 24, 1969.

[37] *Better Education Through School District Reorganization* (Albany, New York: The State Education Department).

[38] Basic Educational Data System, New York State Education Department, 1968.

[39] *Ibid.*

[40] *Ibid.*

[41] Erie County BOCES 1, "Twelve-Year Study, Growth of Industrial High School Enrollments," September, 1968.

[42] *General Catalog, 1968-69 Erie County Technical Institute* (Buffalo, New York: Erie County Technical Institute, Vol. XIV, No. 1, 1968), p. 32.

[43] *Ibid.*

[44] Interview with Dean of Faculty, Erie County Technical Institute, April 24, 1969.

[45] *Development Document of 1968* (Albany: State University of New York, 1968), p. 236.

[46] "Project Innovation" (Regional Supplementary Education Center, Williamsville, New York).

[47] *Ibid.*

[48] "A Plan for More Vocational Education in Erie County" (Erie County Vocational Education and Extension Board, 1957).

[49] *Ibid.*

[16] A Growth Strategy for the Erie-Niagara Area, p. 11.

[17] Business Fact Book, Buffalo Area, Part 1, Business and Manufacturing, 1967-68 Edition (State of New York, Department of Commerce), p. 2.

[18] Ibid., pp. 3-4.

[19] A Growth Strategy for the Erie-Niagara Area, p. 12.

[20] Ibid., pp. 18-19.

[21] Business Fact Book, Buffalo Area, Part 1, pp. 4-5.

[22] A Growth Strategy for the Erie-Niagara Area, p. 30.

[23] Business Fact Book, Buffalo Area, Part 1, p. 5.

[24] A Growth Strategy for the Erie-Niagara Area, p. 30.

[25] Business Fact Book, Buffalo Area, Part 1, p. 5.

[26] A Growth Strategy for the Erie-Niagara Area, p. 14.

[27] Ibid., p. 27.

[28] Business Fact Book, Buffalo Area, Part 1, pp. 6, 23.

[29] Geography of New York State, John Thompson, ed. (Syracuse, New York: Syracuse University Press, 1966), pp. 322-26.

[30] Business Fact Book, Buffalo Area, Part 1, p. 24.

[31] Ibid.

[32] Survey of Enrollment, Staff, and Schoolhousing (The University of the State of New York, The State Education Department, Information Center on Education, Fall, 1968).

[33] Survey of Nonpublic Schools, New York State, 1967-68 (The University of the State of New York, The State Education Department, Information Center on Education, September, 1968).

[50] Ibid., p. 4.

[51] "Outlook: A Look at Vocational and Technical Education Services and Needs in Erie County" (1964).

[52] Ibid.

[53] "A Status Study of High School Graduates from an Area Occupational Program" (BOCES, First Supervisory District, Erie County, New York,1968).

[54] "Outlook: A Look at Vocational and Technical Education Services and Needs in Erie County."

[55] Ibid., p. 6.

[56] Basic Educational Data System, New York State Education Department, 1968.

[57] "A Survey of Existing BOCES Organization and Services, Niagara Frontier Area" (State University of New York at Buffalo, Component #3, Project 1990, Metropolitan Studies Program, Faculty of Educational Studies).

N-56

ED043121

REGIONAL EDUCATIONAL DEVELOPMENT
IN NEW YORK STATE
VOLUME II

EA 003 068

ED0 43121

CHAPTER VI

ROCKLAND REGION

The Rockland County Board of Cooperative Educational Services (BOCES) is coterminous with the boundaries of Rockland County and is participated in by the school districts of Clarkstown, Lakeside, Nanuet, North Rockland, Nyack, Pearl River, Ramapo 1, Ramapo 2, and South Orangetown. The BOCES executive officer is also District Superintendent of Rockland County, though the only district supervised (1969) was Lakeside.

1. BACKGROUND

Rockland County lies within the tri-state New York Metropolitan Region, which includes twenty-two counties. This is a region of 17,000,000 population and an area of 7,000 square miles. Rockland itself is situated on the west bank of the Hudson River, with a land area of 173 square miles; its geographical center is 33 miles north of Manhattan. It is the smallest county in area outside New York City.[1]

The County is comprised of five towns whose supervisors form the County Board of Supervisors, the governing body. The towns, which have town boards, include 13 incorporated villages. The County has nine school districts and numerous fire and water districts.[2]

Rockland has 688 miles of roads, of which 121 miles are classified as major highways with New York State maintaining 106 miles. Major roads bisect the County from east to west and from north to south. The County lies in a singularly "bound in" position, however, despite the fact of good arterials. The Ramapo Mountains to the north and west are to this day a partially effective transportation barrier. The Hudson lies to the east. To the south is the State of New Jersey with resulting problems of coordination in transportation.[3]

Rockland has experienced rapid population growth in the last 40 years. From a population figure of 59,599 in 1930, the population grew to 74,261 in 1940 and to 89,276 in 1950. By 1960 the population had increased to 136,803, a gain of 53% in a decade. Greatest gains were registered in the towns of Clarkstown and Ramapo with Stony Point also registering a heavy increase.[4]

The 1966 population was 192,724,[5] the 1970 population is estimated to be 231,292, and the projected population for 1975 is 300,000.[6] Between 1960 and 1965, the County registered an annual growth rate of 7.3% (compared with Westchester's 1.1%, Suffolk's 7.8% and the New York metropolitan region's 1.5%).[7] In 1966, the County had a population density of

1,083 per square mile in contrast to its density figure of 766 per square mile in 1960.[8] Population concentrations are found in Ramapo (the Spring Valley area), Stony Point and Haverstraw along the Hudson, and in Orangetown along the New Jersey border.[9] The in-migration of population has been due both to development of residential areas for persons working in the greater New York area and to the influx of workers to serve the expanding economy of the County.

The median age (1960) was 30.6 years (compared with New York State's 33.1). This median age level had dropped sharply to 27.5 by 1966.[10] Rockland's median education level (1960) was 11.6 (above the State average of 10.7).[11] In 1960, 12,750 Rockland residents commuted out of the County daily to work, while 6,000 persons entered the County daily.[12] The County had 10,393 non-white residents in 1966 (5.4% of the total population).[13]

Rockland was classified in the 1960 census as being 76% urbanized. Since 1960 the urbanizing process has "continued to the point where the number of rural families and settlements is infinitesimal and the number of operating farms has reached almost the vanishing point."[14]

Rockland, then, can be seen as one of the fastest growing counties in the metropolitan region, with a comparatively young population (and getting younger), with a comparatively high level of education, and with a population density yet somewhat lower than the New York City region as a whole. The County is bustling -- traffic congestion, apartment house development and industrial expansion are the order of the day. Provision of public services and facilities for the rapidly growing communities is a major problem.

In 1963, the 1,256 retail establishments in Rockland accounted for a total annual sales of $198,332,000. Primary retail trade areas were Suffern, Pearl River, Spring Valley, Nanuet, Nyack, New City (the county seat) and Haverstraw. Rockland registered a 55% increase in retail sales between 1958 and 1963, compared with Westchester's 29% and Bergen's (New Jersey) 33%. In wholesale trade, Rockland's 145 wholesale establishments totaled annual sales (1963) in the amount of $79,349,000. Wholesale sales registered a decline in the 1958-63 period.[15]

Employment in the County in all industries (1967) was 50,000, an increase of 13,000 over 1963. Of the 50,000, only 13,800 were employed in manufacturing industries. Major employers include Avon Products (1,000 employees), Continental Can (815) and Lederle Pharmaceuticals (4,250). Paper and allied products and public utilities employ large groups. In 1967, 11,500 persons were employed by some unit of government. (The above figures are estimates of the New York State Department of Labor.[16])

The Palisades Interstate Park occupies approximately 27% of the land area of the County. In addition, a wide range of public and private recreation facilities are available.[17] Close as it is to the metropolis, Rockland is well-endowed with land and other natural resources making it an important recreational center.

In 1965, Rockland County levied property taxes of $32,819,000 on a full valuation of $953,300,000, for a percentage of tax on full value of 3.4.[18] The median family income (1959) was $7,472, $1,100 greater than the average for the State.[19]

Land-use studies (1968) showed nearly one-third of the area of Rockland to be vacant; an additional 27% of the total land was in parks and recreation. Of other uses, the largest was the approximately one-fifth of total land used for residential purposes.[20] There is considerable room for residential growth and further population expansion, though there are topographical and other barriers.

The Rockland County Planning Board was established in 1929, but did not have a technical staff until 1952. This staff now (1969) numbers 16. The County has a master plan in progress. All towns have zoning ordinances in use or in planning. Town planning boards are the rule. The Planning Board has prepared a data book, highway and topographic studies and studies of recreation, drainage and population.[21] Rockland is classified by the New York State Office of Planning Coordination as in the Mid-Hudson Regional Sector of the Tri-State Region, along with the counties of Sullivan, Ulster, Orange, Dutchess, Putnam, and Westchester. Rockland planners point out that this is not an especially viable compact for Rockland, given its geographic barriers and its close ties with New Jersey and New York City.

2. EDUCATION IN THE REGION

General Background

The nine public school districts of Rockland County enrolled a total of 52,769 pupils in the Fall of 1968. Of these, 31,638 were in elementary school and 20,788 in secondary school (726 were in special classes). In 1968, 3,262 professional people were employed in these districts; only 72 of that number were part-time. There were 1,649 professionals working in grades K through 6, and 1,409 professional persons working in secondary schools. The Nanuet, Nyack and Pearl River districts are Independent Union Free Districts and Village Superintendencies. Clarkstown, North Rockland, South Orangetown, Ramapo 1 (Suffern) and Ramapo 2 (Spring Valley) are Independent Central Districts and Village Superintendencies. Lakeside (Ramapo 14) is a Common School District.[22]

Rockland showed an 8.26% rate of increase in total public school population from 1966-67 to 1967-68, and a 5.60% rate of increase between 1967-68 and 1968-69. This compares with growth rates in neighboring Westchester of 2.82% and 1.88% for the same periods. During this two-year period Rockland experienced one of the fastest school population growth rates in the State.[23]

The eight independent school districts vary considerably in pupil population. Clarkstown enrolled 10,497 pupils (Fall, 1968), and Spring Valley had 15,283 pupils. Nanuet enrolled 2,943, and Pearl River enrolled 3,569.[24]

Interviews were held with administrators of a selected sample of four of the nine school districts -- Nyack, South Orangetown, Ramapo 1 (Suffern) and Ramapo 2 (Spring Valley). Table 1 will provide enrollment data on these four schools, while Table 2 gives staffing data.

TABLE 1

ENROLLMENT IN FOUR SELECTED SCHOOL DISTRICTS IN ROCKLAND COUNTY, 1968[25]

School District	Elementary School	Secondary School	Total
Nyack	2,012	1,639	3,651
South Orangetown	3,370	2,105	5,475
Suffern	3,144	1,960	5,104
Spring Valley	9,376	5,907	15,283

TABLE 2

PROFESSIONAL STAFF IN FOUR SELECTED SCHOOL DISTRICTS IN ROCKLAND COUNTY, 1968[26]

School District	Principals	Assistant Principals	Classroom Teachers	Other	Total
Nyack	6	2	182	10	200
South Orangetown	8	4	267	29	308
Suffern	8	2	242	40	292
Spring Valley	18	10	760	107	895

A description of the post-graduation distribution of the total twelfth grade group (1967) for these four school districts is shown in Table 3.

TABLE 3

POST-GRADUATION DISTRIBUTION OF TWELFTH GRADE FOR FOUR SELECTED SCHOOL DISTRICTS OF ROCKLAND COUNTY, 1967[27]

School District	Entering Four-Year College	Entering Two-Year College	Other Post Secondary	Employment	Military Service	Other
Nyack	86	48	15	39	8	11
South Orangetown	101	73	8	18	17	45
Suffern	84	60	8	52	6	34
Spring Valley	268	231	30	70	22	6
TOTAL	539	412	61	179	53	96

Information in Table 3 shows a heavy concentration in higher education for the twelfth grade graduates with a correspondingly small proportion of the group entering the labor market. (This situation will be referred to later in a discussion of area occupational education.)

All of the four school districts reported (1968) having guidance, psychological, health, corrective reading and corrective speech services. Three schools had attendance and social work services. Some of these services were provided through the Board of Cooperative Educational Services. The four systems had, totally, 45 science classroom-laboratories (only one laboratory without classroom facilities), 10 language laboratories, 2 office practice rooms, 12 special classrooms, 35 school library areas and 6 audio-visual rooms.[28]

Four institutions of higher education are located in Rockland County with only one of these, Rockland Community College (see p.310 for a fuller description) being a fully regional educative agency. In 1967 the four-year Dominican College of Blauvelt enrolled 505 students; another four-year school, St. Thomas Aquinas College, had an enrollment of 622; and Nyack Missionary College, a four-year institution, enrolled 574.[29] The regional institution, Rockland Community College, enrolled 3,266 students in 1967.[30]

The BOCES provides for its constituent school districts a number of occupational education and special education programs and itinerant teacher services. (The BOCES will be described below.)

Thirty-one private and parochial schools are operated in Rockland. There are four independent schools, seven Jewish schools, and twenty Roman Catholic institutions including some at the secondary school level.[31] Enrollments in these schools totaled 9,364 (1968-69), of which 3,328 were in secondary schools.[32]

Sixteen public libraries serve the people of Rockland, and the Ramapo Catskill Library System is a public institution serving the libraries of Rockland and neighboring counties. Boy Scouts, Girl Scouts, 4-H, YMCA and YMHA have programs in the region.[33]

Regional Educational Services

The primary educational system of a regional nature is the Board of Cooperative Educational Services. Organized on the foundation of a longstanding Vocational Education and Extension Board, the BOCES moved in the early 1960's to expand programs and acquire facilities. Property was purchased in 1962, and, before any BOCES was legally permitted to build, the Rockland BOCES had buildings erected on a lease purchase arrangement. The BOCES campus houses a center for occupational education, a data processing center and administrative headquarters. In December of 1967 a referendum to bond for an approximately $2,000,000 special education building passed by a three to one majority. The central administration consisted (1969) of the executive officer (also the District Superintendent), a program director and assistant director, and a publicity director.[34]

The BOCES provides 27 itinerant teachers (1969) to assist the hearing impaired and visually impaired and for physical education, home economics, industrial arts, music, remedial reading, psychiatric counseling and social work. Shared teachers and specialists provide services to the school districts requesting them.[35]

The BOCES Center of Occupational Education had in 1968-69 a director, an assistant director, a counselor and 45 instructors. The Center provides occupational courses, a special needs program for special education, courses leading to the service trades and a technical program. The Fall, 1968 course offerings are listed in Table 4.

TABLE 4

CENTER OF OCCUPATIONAL EDUCATION ROCKLAND COUNTY BOCES OCCUPATIONAL EDUCATION ENROLLMENTS FALL, 1968[36]

Course	Totals I	Totals II
Air Conditioning & Refrigeration I	16	
Air Conditioning & Refrigeration PP II		11
Auto Body and Fender I	15	
Auto Body and Fender II		9
Automotive Repair I	41	
Automotive Repair II		18
Construction Trades I	21	
Construction Trades II		9
Cosmetology I	88	
Cosmetology II		48
Data Processing I	170	
Data Processing II		112
Data Processing Machine Repair		24
Drafting and Design I	17	
Drafting and Design II		9
Electricity I	22	
Electricity II		15
Electronics I	20	
Electronics II		13
Food Services I	17	
Food Services II		14
Graphic Communications	17	
Instrumentation I	13	
Instrumentation II		6
Machine Shop I	14	
Machine Shop II		9

TABLE 4 (cont.)

Course	Totals I	Totals II
Ornamental Horticulture I	15	
Ornamental Horticulture II		6
Practical Nursing I	20	
Practical Nursing II		12
Welding	13	
Occupational Services		
Building Maintenance	7	
Home and Institutional	10	
Service Station	22	
Special Needs Program		
Building Maintenance Special	9	
Grounds Maintenance	7	
Practical Aide	11	
Small Appliance	7	
Total Students	592	315
Grand Total		907

Each of the Center's courses or programs is offered with the prior knowledge or request of the constituent school districts; and each course or program has a guild advisory committee made up of persons from the particular trade or field of work. There are education advisory committees for each major program area and an Occupational Education Advisory Committee to oversee the entire program. Administrators from participating districts serve on the education advisory committees. Students are transported to and from the Center by BOCES-owned busses. The Center also maintains an adult education program enrolling over 400 persons.[37]

A placement report of 1968 Center graduates shows that of 272 persons completing programs, a total of 149 were employed in their area of training, 25 were employed in unrelated areas, and 61 had gone on to further education.[38]

The BOCES provides services to the trainable and multiple-handicapped youngsters for all of the constituent school districts and offers programs for the educable in seven districts. There were 410 children in the special education program in 1968-69, representing five different types of handicaps. The special education staff consists of a director and 45 staff members. Programs are offered for those with learning disabilities (brain injured or emotionally disturbed), the educable mentally retarded, the trainable mentally retarded, and the physically handicapped.

The special education staff works with the Special Education Advisory Board composed of professional staff member representatives from each of the participating districts.[39]

The BOCES provides data processing services from a center on its campus. In 1968-69, services included payroll, accounting, scheduling, attendance, census and grade reporting. Most of the districts subscribe to most of the services; payroll, however, was used (1969) by only two districts. Spring Valley requested data processing services beginning in July, 1969. There is a data processing director and a staff of 15. The center staff works with an Advisory Board of Data Processing, whose members are usually the business officers of the participating districts. It is assumed by the director that the data processing services will be swallowed up by the broader regional statewide program when it goes into effect.[40]

Of the $5,200,000 total BOCES expenditures for 1968-69, approximately 30% went to occupational education, 30% to special education, 8% to data processing, 7% to testing and counseling (an additional service offered by BOCES), 5% to shared teacher services and 17% for administrative costs.[41]

The BOCES Board of Education consists of five members. This board works with the boards of the individual districts in a very active county school boards association.

The Rockland Community College, located on a campus with a potential size of 175 acres near Suffern, opened in the 1959-60 academic year after a five-year planning period headed by a steering committee of about 50 persons of the region. It is a two-year institution with costs shared by the State of New York (through SUNY), students' tuition payments, and Rockland County along with any other counties that send students there. The College is affiliated with the State University of New York, its programs are registered with the New York State Education Department, and the school is accredited by the Middle States Association.[42]

Full-time enrollment in the Fall of 1967 was 1,814 with part-time enrollments being 1,452, making a total enrollment of 3,266. The College projects its 1971-72 total enrollment to be 3,900 and its 1975-76 enrollment to come to 6,340.[43] Given the population trends for Rockland and the plans to expand part-time as well as full-time student bodies, these projections seem to the observer to be realistic.

The College had a teaching staff (Full Time Equivalent) of 136 in 1967-68. The staff projections are 165 (1971-72) and 174 (1975-76).[44] In a 1968-69 student body of 3,266, approximately 80% were residents of Rockland County.[45]

Programs are offered in Arts (Humanities and Social Science emphasis) and Sciences, (Science and Mathematics emphasis), Business, Engineering Science, Graphic Arts and Advertising Technology, Science Laboratory Technology and Nurse Education. The College has both transfer and career preparation goals in mind in its programs. There are evening, extension and summer offerings and a non-credit program in foundations for college study. College leaders are especially proud of the College's role in providing cultural experiences for both students and the community. Supported also are a management institute, a guidance center, a health occupations project, and Rockland Regional Education Center, (Elementary and Secondary Education Act, 1965 - Title III).

The 1968-69 total enrollments (full-time) and enrollments (full-time) in the several programs of the College are shown in Tables 5 and 5-A.[46]

TABLE 5

ROCKLAND COMMUNITY COLLEGE
TOTAL ENROLLMENTS, FULL-TIME STUDENTS, 1968-69

Total Freshmen Men	940
Total Freshmen Women	514
Total Sophomore Men	347
Total Sophomore Women	210
TOTAL STUDENTS	2,011

TABLE 5-A

ROCKLAND COMMUNITY COLLEGE
BREAKDOWN OF ENROLLMENT BY PROGRAMS
FULL-TIME STUDENTS, 1968-69

Program	Freshmen	Sophomore
Advertising Graphic Arts	66	25
Business-Accounting	26	8
Business- Advertising	6	1
Business-Banking	0	0
Business-Business Administration	337	119
Business-Insurance	1	0
Business-Marketing	4	0
Business-Real Estate	1	0
Business-Secretarial Science	64	21
Engineering Science	18	20
Science-Laboratory Technician	9	4
Nursing	94	70
Liberal Arts and Sciences- Humanities and Social Sciences	794	288
Human Services	17	0
Police Science	17	1
Total	1,454	557

The Rockland Regional Education Center announcement states that The Center was "set up to explore the thesis that the needs of the schools, the Rockland Community College, and the community were compatible."[47] A fairly recent creation, the Center staff had replaced an original staff and had been on the job only about nine months at the time of the research team's visit, March 25, 1969. With a new director and staff, it is accurate to say that a new beginning was being made and that it is too early to assess the regional influence of the Center.

Assistance to the public schools and private schools in program planning and development is the major goal of the Center. Master lists of instructional and curricular resources will be assembled and distributed to school staffs. Seminars and conferences will be sponsored (a seminar on finance had been recently held at the time of the visit, 1969. The Center planned to help in getting the resources of the College (where it is housed) utilized by schools and the community. Staff members planned to aid school people in preparing project proposals to federal and state governments. Leadership to in-service education was contemplated. Much work of a planning and inventory sort was scheduled.

Though its finances are handled by the BOCES and its housing provided by the College, the Center is an independent agency with its own advisory board.

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

The BOCES occupational programs grew out of the experience with the VEEB (Vocational Education and Extension Board) and are an extension and development of former VEEB offerings. Thus goal setting was in part a matter of merely picking up VEEB goals and adapting these to changed organization and changing conditions in the world of work. The BOCES executive officer described the main goal (1969) as "giving the kids the types of experience and programs in occupational education necessary to meet the fast changes in the world of work."[48] Other respondents confirm this as a principal objective and affirm that this goal has been successfully achieved. For evaluation of success in achieving specific course goals, the director of occupational education relies on formal evaluations obtained from participating school districts. To assess general directions and goals, he relies on his network of advisory groups and on informal interchange of views.

More specifically, the Center of Occupational Education has three programs, each designed with certain goals in mind. Technical programs are operated for the more able students who will move on to advanced work in collegiate technical courses. A core program is designed for students of average or middle range ability who will enter the trades or semi-professions. Students with various types of handicaps are given programs designed to enable them to cope with the world of work. It is possible for a student to move from one of these programs to another, thus to alter his own occupational or career goal while at the Center.

The Center director and the BOCES executive affirm, and most administrators interviewed agree, that decisions on new oucrse offerings, changes in direction or dropping of existing emphases are made by the participating schools through administrative decisions. This observer is quite sure that the Center director is himself an initiator and had quietly led in goal setting and decision making, the process is not as participant initiated as is explicitly stated.

Machinery for long-range and short-range goal setting is in place and, as far as can be determined, is being used effectively (see p. 305 for details).

It is a special goal of the Center that all students should "operate on live work conditions." Thus students build houses and repair cars and have done most of the interior finishing and installations on the BOCES buildings. In making this situation possible, close work with and approval by the area craft unions has been essential.

Despite the formal network designed to facilitate participation in goal setting, goal changing, and evaluation, a number of key groups reported (1969) having relatively little participation in these decisions. While two-thirds of the BOCES occupational teachers sampled by questionnaire claimed involvement in "evaluating vocational programs," two-thirds of local district occupational teachers reported no involvement. Four of the five BOCES board members responding indicated no involvement.

Seventy percent of the sampled BOCES occupational teachers indicated that they were not at all involved in "determining types of vocational courses offered." Eighty-seven percent of occupational teachers in the participating local districts reported no involvement in this determination. BOCES board members sampled all indicated no involvement at this point.

Of the local school board members sampled, half indicated a moderate involvement in planning for BOCES buildings. On the other hand, BOCES board members disclaimed any involvement in this process. Neither group of board members reported being heavily involved in "determinig local share of BOCES costs." Neither group of occupational teachers reported any heavy to considerable involvement in efforts to coordinate or integrate BOCES occupational programs with local district or other occupational programs.

Only two union officers replied to the questionnaire, and both reported no involvement with BOCES occupational decision making (interesting in view of the reported close alliance with the unions). No employers bothered to reply.

One gains the impression that probably in the final analysis the occupational goal setting and reviewing process is largely in the hands of BOCES and other educators with the usual close contacts with the State Education Department.

What are the views of occupational teachers and board members toward the process of decision making and evaluation used in BOCES occupational programs? These are summarized, by using a mean percentage, in Table 6.

TABLE 6

REPORTED OPINION OF BOCES OCCUPATIONAL TEACHERS, BOCES BOARD MEMBERS, LOCAL OCCUPATIONAL TEACHERS, AND LOCAL BOARD MEMBERS IN ROCKLAND COUNTY TOWARD VARIOUS ASPECTS OF AREA OCCUPATIONAL PROGRAMS.

Aspect	*Positive	Negative	Neutral
1. Process Through Which Program was Initiated	37.89%	3.85%	58.26%-100%
2. Process of Organizing New Vocational Education Courses	26.27%	30.73%	43.00%-100%
3. Process of Evaluating Courses	21.02%	23.83%	55.15%-100%
4. Process of Coordinating Planning of Occupational Programs with Other Agencies	30.09%	24.10%	45.81%-100%

*Figures are the mean opinion (in percents) of the four reporting groups

Rockland Community College has several programs leading directly to careers in business, engineering technology, nursing, advertising and so forth. These are outlined earlier in this report. As far as can be determined, goals and assessment are handled by college administrators and faculty with the approval of the board of trustees and SUNY. Though relations between the College and the BOCES in the area of occupational education are described as "amicable," there is no evidence to suggest close cooperation in goal setting and program planning. The appropriate staff specialists meet on a fairly regular basis.

In Educational Technology

The BOCES Data Processing Center has a three and one-half year history. It has expanded services as districts have requested them. Though this district initiation tends to place the goal setting initiative in the hands of the users, the program director indicated (1969) that he tries to convince districts of the merits of certain types of services; and he points out those areas (such as accounting) in which shared services would be uneconomical or inappropriate. The director uses an advisory board whose members are largely school business officers. This group talks back and forth about the services and possible new ones. Decisions are reached informally. Evaluative criteria seem conventional for such a service; is the work done more efficiently and economically than it would be done by each district on its own? How well can a shared data processing service serve the individual needs of strong school districts priding themselves on uniqueness? It is of no small concern to the Data Processing Center that the eight school districts and the BOCES have been unable to agree on a common calendar.

There are no significant regional efforts in application of technology to instruction. Neither the BOCES nor the College had entered this field as of 1969; nor had the Rockland Regional Education Center (Title III), which saw as its functions program development and planning. Individual districts have varying degrees of instructional applied technology. But regional goal setting here was not apparent in 1969.

In In-service Education

There is little regional coordination of in-service education for teachers and other school personnel. Some of the eight school districts consider themselves large enough to be able to offer in-service programs of their own; sometimes these are shared with staffs of other districts. The BOCES does a minimal amount of in-service education. There was (1969) some BOCES-sponsored in-service study in special education. Though Rockland Community College is praised for its in-service offerings, these seem to have been set up and operated on a largely ad hoc basis and subject to the limitations of any two-year college working with professionals. The College has plans to expand its in-service role with school staffs, as it has been doing with other social service and health service personnel. The Regional Education Center had (1969) held a seminar on educational finance and hoped through studies of educational needs to move further into the field of formal and informal in-service activities. The Center staff also saw one of its roles as a resource for in-service programs sponsored by the College or other agencies.

As far as can be determined from limited information obtained, each of these agencies does its own goal setting and its own assessing of in-service efforts. There is in no sense a regional plan. Teachers may, of course, attend on-campus or off-campus courses offered in a region served by SUNY New Paltz and a number of New York metropolitan universities and colleges.

A sample of teachers and other staff members of the four districts in Rockland selected for special study reported (1969) having very little participation in goal setting in in-service programs of which they had been a part. Over 80% indicated that they had had no part in deciding to have the program, in determining who would be eligible to participate, in choosing staff, or in planning for any necessary changes. Ninety percent reported that they had had no part in deciding organizational routines. Seventy-three percent responded that they had had little to no part in suggesting changes in future programs, while 72% had had little or no part in selecting course content and procedures. Fifty-three percent stated that they had had little or no part in evaluating the course, though 18% reported having a considerable part in this process.

When asked about their opinions of the various aspects of in-service programs with which they had recently been involved, 82% were positive and only 18% negative. Many teachers were "neutral" about the process through which programs were organized and evaluated. The largest numbers of negative responses (27%) concerned the process of program initiation and organization. Forty-five percent of the respondents were positive in their view of the qualifications of the agency offering the in-service experience. Thus, participants in in-service programs would appear (from this sampling) to be not very much involved in operating in-service programs but reasonably satisfied with the programs in which they participated.

4. INNOVATING AND INNOVATION

In Occupational Education

BOCES occupational programs in Rockland County are geared to the presumed needs of individuals preparing for the world of work as well as to the common types of trade and business employment. Some of the programs are highly traditional offerings -- cosmetology, auto mechanics, and so forth -- and will be found in occupational programs in almost every region of the State. Where programs of the Rockland Center of Occupational Education are geared to some immediate area needs -- e.g. construction trades and data processing -- they are not really unique to this region. In Rockland as elsewhere, BOCES occupational programs are not in themselves innovative.

In mode of operation and emphasis, however, the Rockland Center displays an innovative style. Situated in a region where a majority of high school graduates are college-bound and where college preparatory programs are the vogue, Rockland has created a lively and reportedly well-respected occupational unit. School work is related to community settings in "live" situations. Students work realistically with, apparently, craft union blessing. Recruitment of students is active, placement is efficient, and the Center remains mobile by using its own transportation. While there are problems -- the Center is under-enrolled (1969) and neither counselors nor administrators in the area schools are reportedly fully informed about Center goals -- the overall impression is one of vitality and innovative behavior. The three levels of courses -- technical, core and service (for handicapped) -- represent an attempt to meet the needs of several groups and types of employment in the region. Some observes believe that the programs have not yet reached the special needs of the poor or of the substantial black population; this may be an example of the conservatism of even a well-established and otherwise effective occupational program.

Occupying present facilities only since 1967, the Center by 1969 had an extensive series of offerings and had started two new programs -- in business machine repair and graphic communications. Programs for paraprofessionals of other types are in the planning stage, as is expanded work in the computer services. Leadership of the Center seems to be aggressive, knowledgeable about the region and studying the future needs.

In Educational Technology

Data processing is the only application of technology which is a truly regional service in Rockland County. This is a sort of service that is not especially open to innovative behavior. The Data Processing Center is of a fairly recent origin, its possible services were only slowly asked for by the large and quite independent districts participating in BOCES, and it only recently occupied adequate facilities on the BOCES campus. The current operations seem to be efficient, based on a careful assessment of regional needs, and conventional. The Center has an uncertain future since it is presumed to soon be incorporated in the State-sponsored regional operation.

Neither the BOCES nor the Regional Education Center (REC) nor the Rockland Community College are engaged in regional applications of technology to instruction. So individual school districts have to manage this function on their own. The four school districts selected for interviews and special study (Nyack, Ramapo 1, Ramapo 2, and South Orangetown) give some evidences of innovating and innovation. In 1968, all four schools were involved in Federal programs, with three being involved in Title III Center activities. Three districts participated in study councils. All four reported using open circuit television, films, filmstrips, slides and other graphic arts. Three districts used video tapes; only one used closed circuit television.[49]

Three of the four districts reported (1968) use of "continuous progress" in elementary schools, with one reporting such use in junior high school and one indicating such use in senior high school. All four districts were involved in local and State-sponsored curricular innovations, and two were involved with national curricular movements. The four all indicated having performing arts programs, use of flexible or modular scheduling, and summer schools. Three had prekindergarten programs and three were involved in an integration program. Two districts were involved in intercultural relations programs.[50]

Most persons interviewed viewed Rockland as having not been especially innovative on a coordinated basis, seeing this in large part as the result of the independence and parochialism of the several independent school districts. Some suggested that lack of aggressive BOCES leadership was responsible. Respondents talked specifically of the need for regional cooperation in audio-visual education and the use of television.

In In-service Education

The Rockland County region could not be characterized (1969) as innovative in in-service education. Very little was being done at this time on a regional basis, and this little was of a conventional sort. Much of in-service education was left to individual school districts or to the colleges and universities within the broader region. Neither the BOCES, Regional Education Center or the Community College had moved far or venturesomely into this field. BOCES work in special education in-service was on-going and seemed needed; both REC and the College have plans in this field.

Other

Special education in Rockland gives evidences of innovative behavior. Even though the eight individual school districts are large and wealthy enough to provide for many of their own needs, the BOCES special education center handles trainable and multiple handicapped children for all eight and serves seven by sponsoring the classes for educable. An apparently aggressive and alert leadership is evident. Funds for a building have been approved; this will make possible program expansion and new features within programs. The director has persuaded (1969) the parents of the handicapped to drop their splinter-group and invididual interests and form a special unit of PTA to be affiliated with the County PTA organization. Cooperating closely with the Regional Education Center, the director applied for and received federal grants to establish an instructional materials center. Programs seem well-designed and planned to meet both present and future needs. While persons interviewed were not entirely agreed about special education goals and performance, they generally praised the Center's vision and creativeness.

The establishment of the Regional Education Center at the Community College, with the goal of serving schools, the College and community, was an innovative act. Unique was the plan (1969) for the Center to utilize the College's recources in serving community and regional needs and the hope to create program development and in-service ventures involving BOCES, schools and the College. As of 1969 much of this was yet on paper.

5. SYSTEM RELATIONS

In Occupational Education

The Rockland Center of Occupational Education fits well into the present BOCES system. It has been well supported by the BOCES board and central administration. The Center seems to enjoy good working relations with the unions and, as far as can be determined, with employers. In its relations with the component school districts, relations are only fairly effective; commitments are not always honored and enrollments at the Center have been lower than expected. There is an elaborate and apparently efficient machinery for communication and feedback. The small Center administrative and guidance staff may hinder the communications process. The regional newspapers carry a number of articles about the occupational programs, and the Center has issued a number of effectively-prepared documents of its own. Most persons interviewed agreed that the Center was doing a good and necessary job. As cited previously, there is evidence that participation in goal setting and evaluation has been limited to a somewhat narrow group of administrative personnel.

It is apparent, however, that regional conditions militate against an occupational program. And, in a very real sense, having an effective and aggressive program militates against the growth of the BOCES. Rockland is growing fast in population and industry and business. Though an expanding economy demands employees, and though the Center of Occupational Education tries to meet employers' needs here, the general bias of the residents is toward use of the secondary school as a college preparatory agent. This bias means that counselors, teachers and administrators in the several secondary schools are not always fully cooperative in moving youngsters to the Center. It means also that the Center may have to view its roles increasingly as those feeding youngsters into technical colleges or into service trades -- that is, catering to the needs of the two ends of the educational spectrum. Moreover, as one interviewee so aptly observed, the BOCES does not gain real prestige in the eyes of an upward aspiring population when its two chief thrusts are in occupations and programs for handicapped children. While these programs should be strengthened (they are each doing good work), serious thought needs to be given to moving beyond these fields into regional college preparatory high schools, advanced placement programs, specializations in the arts and performing arts, and educational technology. Several persons interviewed shared this view of future programs.

In Educational Technology

The Data Processing Center reports a workable communications system with participating school districts and good support from the parent BOCES. Programs are shaped in accordance with the wishes of the districts, but the Center's administration tries to counsel schools as to which services would be efficient and which would not. No one reported difficulty in system relations.

The absence of coordinated technological applications to instruction is noteworthy. The region is of a compactness and size so that an instructional materials center would be feasible. It would seem that the BOCES and REC might have undertaken system-wide program development activities. The Community College might have made a greater impact in this field. The absence of regional efforts to strengthen instruction through technology may be attributed to the desire of the strong and proud school systems to "go it alone"; or it may be attributed to a lack of vigorous leadership at the BOCES level; or some combination of these influences.

In In-service Education

Rockland has hardly "scratched the surface" in developing regional in-service educational programs. This is probably attributable to the capacity of the individual school systems to handle their own staff development, to some lack of vigorous leadership by the BOCES, and to the fact that major BOCES thrusts are in the non-prestige fields of occupational and special education. The special education center is quietly at work to educate the region's teachers and specialists on the nature and special needs of handicapped children. But this is a very specialized field, not one in which major numbers of professionals need in-service work.

Other

Rockland County illustrates vividly the problems created in the lack of coordination in planning and development by educational agencies and other planning agencies. Official planning for Rockland is in the hands of the County Planning Office, which works under a planning board. The director of that office and his staff report that there is virtually no communication or cooperation between their group and the educational planners of the County.[51] The eight school districts tend to cooperate, if at all, with town governments and on operational questions. Site selections for the BOCES campus, for individual schools and for the Community College were made without benefit of discussion or coordination with the county planners, even though the latter are authorized to develop land use plans for the County. The REC staff stated (1969) that they were engaging in County-wide educational planning, but no one at the County Planning Office had been contacted. In the opinion of the director, the decision to create the North Rockland district may have been a mistake and yet that decision was made without discussion with general planning authorities.

The absence of coordinated planning leads to other serious defects. Each of the school districts is anxious to recruit to its area industry or business to provide a greater tax base. Some of these districts overlap towns that also compete in this recruitment. Sometimes the types of businesses sought by school districts do not square with the needs and standards defined for the areas by county planners. The County is faced with school taxing units and other taxing units, to the complication of fiscal planning. While county and towns are tied together in planning, there is no formal tie between county and school districts.

This lack of educational and general planning cooperation seems to be the result not only of the law and tradition but also of the lack of training and knowledge in planning by school administrators and school boards, with a corresponding failure of planners to enter the educational realm. Respondents stressed the importance of having both of these groups involved in mutual study and solution of common problems.

Is Rockland a viable region for educational development? The consensus of replies to this question was "yes," a judgement with which this observer agrees. The County has the population, the wealth, the compactness, the location and the talent to develop a regional educational system.

Will such a system be developed? Presently (1969) this is a moot question. While conditions are favorable and the pieces (BOCES, a community college, a regional center) are in place, there are serious obstacles to regionalism. The individual school districts are proudly independent. The BOCES has failed to develop in those areas that would command prestige. The Regional Education Center may have waited too long to make an impact; its funding may be dried up. The College has the vision and the goals; but it is impoverished by the conditions of its charter and the failure of SUNY to fully support initial goals.

FOOTNOTES TO CHAPTER VI

ROCKLAND COUNTY

[1] *Rockland County Data Book, 1968* (Rockland County Planning Board, New City, New York, 1968).

[2] *Ibid.*

[3] *Ibid.*

[4] *Ibid.*, and *Rockland County Population* (Rockland County Planning Board, New City, New York, 1968).

[5] *Ibid.*

[6] *Demographic Projections for New York State Counties to 2020 A.D.* (State of New York, Office of Planning Coordination, Albany, New York, 1968).

[7] *Rockland County Data Book, 1968* and *New York State Statistical Yearbook, 1968-69* (New York State Director of the Budget, Office of Statistical Coordinator, Albany, New York, 1969).

[8] *Ibid.*

[9] *Rockland County Population.*

[10] *Ibid.*

[11] *Business Fact Book, 1963, Part 2, Population and Housing* (New York State Department of Commerce, Albany, New York).

[12] *Commuting from County to County in New York State*, Research Bulletin No. 11 (New York State Department of Commerce, Albany, New York, 1965).

[13] *Rockland County Population.*

[14] *Ibid.*, p. 13.

[15] *Rockland County Data Book, 1968.*

[16] *Ibid.*

[17] *Ibid.*

[18] *New York State Statistical Yearbook, 1968-69.*

[19] *Business Fact Book, 1963.*

[20] *Rockland County Data Book, 1968.*

[21] *Ibid.*

[22] *Survey of Enrollment, Staff, and Schoolhousing, Fall, 1968* (The State Education Department, Information Center on Education, 1968).

[23] *Ibid.*

[24] *Ibid.*

[25] Basic Educational Data System, New York State Education Department, Information Center on Education, Fall, 1968.

[26] *Ibid.*

[27] *Ibid.*

[28] *Ibid.*

[29] *Education Directory, 1968-69, Part 3, Higher Education* (National Center for Educational Statistics, U.S. Department of Health, Education and Welfare, Washington, D.C., 1968).

[30] *Development Document of 1968* (State University of New York, Albany, New York, 1968-69).

[31] *Rockland County Data Book, 1968.*

[32] *Survey of Nonpublic Schools, New York State, 1968-69* (New York State Education Department, Information Center on Education, Albany, New York, 1969).

[33] *Rockland County Data Book, 1968.*

[34] Interview, March, 1969.

[35] The Journal News (Nyack, New York), Friday, January 10, 1969.

[36] "The Center for Occupational Education" (Board of Cooperative Educational Services of Rockland County, West Nyack, New York).

[37] Interview, March, 1969.

[38] "The Center for Occupational Education."

[39] Interview, March, 1969.

[40] Interview, March, 1969.

[41] "Budget for the School Year, 1969-70" (Board of Cooperative Educational Services of Rockland County, West Nyack, New York), pp. 1 ff.

[42] Rockland Community College, Catalog, 1968-69 (Suffern, New York).

[43] Development Document of 1968.

[44] Ibid.

[45] Interview, March, 1969; and Telephone Interview, March, 1970.

[46] Ibid.

[47] "Rockland Regional Education Center," November 19, 1968.

[48] Interview, March, 1969.

[49] Basic Educational Data System.

[50] Ibid.

[51] Interview, March, 1969.

CHAPTER VII

STEUBEN REGION

The Board of Cooperative Educational Services (BOCES) of the Sole Supervisory District of Steuben County is coterminous with county boundaries except that the Wayland School District is not included.

1. BACKGROUND

Steuben County is situated in the Southern Tier of New York, on the Pennsylvania border, bounded on the west by Allegany County, on the east by Chemung and Schuyler counties, and on the north by Livingston, Ontario and Yates counties. The region is Appalachian in topography, that is, hilly. It is sparsely populated and, until recently, it was a predominantly rural-farm area. Along with the declining influence of agriculture and the expansion of industry has come a growing interest in this region as a recreational center for the larger populations of the areas adjacent to the county in the east and northwest.

The County is 1,408 square miles in area and had in 1960 a population of 97,691.[1] The population estimate for 1970 is 101,869.[2] Thus, in a ten-year period, the county is slated to have a population increase of about 4%. The rate of growth from 1950 to 1960 was 6.8% in contrast with the overall State increase of 13.2%.[3]

Steuben had a population density of 69 persons per square mile (1960).[4] Much of the population is concentrated in the southeastern sector (Corning area), with lesser concentrations in the northwest (Hornell) and the northeast.

In 1960 Steuben showed a median age level of 30.8 years compared with the State median age of 33.1. The County median level of education was 10.7 years completed, exactly the State median. There were 819 non-white residents in 1960.[5] In 1967 the County had 963 non-whites.[6]

Of the 38,500 persons working in Steuben in 1960, 5,400 commuted to the County, with the largest group coming from Chemung and sizable groups from Schuyler and Allegany. Chief work targets for these commuters were the Corning Glass Works in Corning and Ingersoll-Rand in Painted Post. Two-thousand Steuben residents commuted out to work with the largest share traveling to Chemung and Livingston counties.[7]

State Highways 17 and 15 open up Steuben County to the rest of the State and, as these are further improved, will strongly affect the economy and life of the region. The east-west Route 17 connects Steuben with the industrial and business centers of Chemung and Broome counties and with New York City. Corning is virtually next to Horseheads-Elmira because of this highway. Route 15 crosses the County from southeast to northwest and opens the region to movement from the Rochester metropolitan area. School men point out that the transportation of children to schools, once difficult in a rugged terrain, is no longer a significant problem. The County has no commercial airport, and its railroads are largely in the freight business.

In 1963, Steuben had 14,761 persons employed in 112 manufacturing establishments, with an annual value added by manufacturing of $131,316,000. The 1,014 retail establishments had a total sales of $122,474,000. Eighty-nine wholesale establishments showed a total sales of over $52,000,000.[8] In addition to Corning Glass and Ingersoll-Rand, other major employers included SKF Industries, Inc., New York State Electric and Gas Corp., New York Telephone Co., Taylor Wine Co., Inc., and Westinghouse Electric Corp.

There were, in 1964, 2,334 farms in Steuben (including 1,034 dairy farms) with a total acreage of 549,000. Total sales of farm produce came to $25,185,000.[9] The County was third in the State in number of farms and led in number of acres devoted to oats.[10] Projections suggest a declining role for farming as business, industry and recreation assume greater proportions.

The median annual income in 1959 was $5,607, compared with the State median of $5,407.[11] In 1965, Steuben ranked 38th among the counties in full value of taxable real property per capita and 30th in per capita personal income.[12]

In 1965, Steuben's total property taxes levied ($10,932,000) were 2.9% of the full property valuation of $378,394,000. There were 111 doctors, 38 dentists (1967) and 72 lawyers (1966) practicing in the County.[13] Steuben ranked in the lower middle of all counties in property taxes collected in relation to measures of fiscal ability.[14]

Steuben is governed by a county board of supervisors with the County seat being Bath. The County has two cities (Corning and Hornell), three villages and 17 autonomous school districts. Until 1968, county planning was done by public bodies such as the supervisors or private organizations. In late 1968 a county planning director was appointed. There had not been, therefore, extensive county planning studies up to the time of this study. For general planning and development purposes, the State considers Steuben to be in the Southern Tier Central Region in company with Schuyler and Chemung counties (fall, 1969).

2. EDUCATION IN THE REGION

General Background

The total number of students registered in all Steuben County public schools (Fall, 1968) was 27,642, of which 15,283 were in elementary grades, 11,950 in secondary grades and 309 in special classes. Of this total, 1,758 were in the Wayland School District, which is not a part of the Steuben BOCES. Among the 17 school districts in which these pupils were enrolled, there was a wide variation in numbers. The Corning-Painted Post District registered 9,280, Hornell enrolled 3,627, Arkport had 821 and Troupsburg counted 306 pupils.[15] Ten of the districts had twelfth grade groups below the minimums suggested as educationally effective and efficient.

Steuben school districts employed 1,455 professional staff members in the fall of 1968.[16]

The Board of Cooperative Educational Services (BOCES) (see p.345 for fuller description) operated (1968-69) two area occupational centers and provided itinerant teacher services for the participating school districts.

Corning Community College, a public, two-year institution, was the only collegiate institution in the County (see p.350 for description).

Five Roman Catholic elementary schools (in Bath, Hornell and Corning) enrolled a total of 1,417 pupils and had a total staff of 45, in 1968.[17] There were no Catholic secondary schools nor private independent schools.

Interviews were conducted with administrators of eight school districts in the County. Table 1 shows pupil enrollments, and Table 2 shows professional staff numbers for these schools:

TABLE 1

ELEMENTARY, SECONDARY AND TOTAL ENROLLMENTS IN EIGHT SELECTED SCHOOL DISTRICTS IN STEUBEN COUNTY, FALL, 1968[18]

District	Elementary Enrollment	Secondary Enrollment	Total Enrollment
Addison	1,017	781	1,798
Avoca	611	368	979
Campbell	497	307	804
Bath	1,502	1,184	2,686
Corning	5,214	4,225	9,439
Greenwood	200	148	348
Hornell	1,796	1,711	3,507
Troupsburg	202	132	334
TOTALS	11,039	8,856	19,895

TABLE 2

PROFESSIONAL STAFF IN EIGHT SELECTED SCHOOL DISTRICTS IN STEUBEN COUNTY, 1968[19]

School District	Principal	Assistant Principal	Classroom Teachers	Other Institut. Staff	Total
Addison	1	0	74	12	87
Avoca	1	1	43	5	50
Campbell	1	1	31	0	33
Bath	3	1	119	19	142
Corning	10	5	404	25	444
Greenwood	1	0	21	2	24
Hornell	4	0	162	13	179
Troupsburg	1	0	19	2	22
TOTALS	22	8	873	78	981

It is interesting to note that while the County ratio of staff to students is about 1 to 20, there is a range among school districts of from 1 to 15 to 1 to 24.

A post-graduation distribution of the 1967 twelfth grade groups of the eight districts is shown in Table 3:

TABLE 3

POST-GRADUATION DISTRIBUTION OF TOTAL 1967 TWELFTH GRADE GROUP FROM EIGHT SELECTED SCHOOL DISTRICTS IN STEUBEN COUNTY[20]

	Percent
Four-Year Colleges in New York State	16
Four-Year Colleges Outside New York State	7
Two-Year Colleges in New York State	26
Two-Year Colleges Outside New York State	2
Other Post-Secondary Education in New York State	4
Other Post-Secondary Education Outside New York State	2
Employment	22
Military Services	10
Other	11

These distribution data show the substantial number entering employment and indicate the need for emphasis on occupational education.

The rather significant number of 219 pupils (out of a total of 1,372 in the eight school district group) who entered ninth grade failed to complete the twelfth grade.

The eight school districts reported (Fall, 1968) a total amongst them all of 9 science laboratory rooms, 28 science classroom-laboratories, 18 language laboratories, 5 office practice rooms, 4 agriculture rooms, 12 special classrooms, 38 school library areas and 8 audio-visual rooms. Three of the schools reported having facilities for attendance services, three for social work services and four for psychological services. Six schools had facilities for corrective reading and speech, while all eight had guidance service facilities.[21]

Corning-Painted Post, by far the largest of the eight districts with an enrollment of 9,439 in 1968, had 169 twelfth graders who went from school to employment and 136 who entered four-year colleges. Corning had 4 of the 9 science laboratories reported by the eight schools, 12 of the 18 language laboratories, 3 of the 5 office practice rooms, 17 of the 38 school library areas and the full range of reportable facilities for pupil personnel services.[22]

Regional Educational Services

In 1964 administrators and board members of the second, third, and fourth supervisory districts held an organizing meeting which resulted in a petition to the New York State Education Commissioner to establish a Board of Cooperative Educational Services. This was done; an organizational meeting was held in Avoca, and a BOCES board was elected.

Data and directions for this move were in part derived from the 1963 report, "Survey of Area Vocational and Technical Education Needs in Schuyler, Steuben and Livingston Counties and Part of Allegany County."[23]

In the 1964-65 year the BOCES employed 11 professional staff members. This staff was gradually expanded to include 30 itinerant shared teachers and a vocational school staff of 35 people (1967). Over time the three supervisory districts gave way to a single one now headed by a district superintendent who is also executive officer of the BOCES.[24]

The Steuben BOCES has viewed its major mission as provision of vocational education for the member school districts, with a secondary mission of providing shared services. The latter role is still a relevant one in Steuben because of the small size of several districts; but it is a declining role. Vocational education has occupied the time and talent of BOCES administrators and board.

The major development program has been the financing and construction of two occupational education centers that were originally financed and owned by the school districts of Hornell and Corning but recently taken over by the BOCES. Beyond the money and facilities activities, there has been the major job of planning and mounting programs in vocational education and staffing such programs. The two area centers are directed by principals who work under and with the BOCES central staff. The latter was (1968) a relatively small group consisting of a district superintendent, assistant superintendent, director and assistant director of vocational education and two guidance coordinators.

Both the Corning Occupational Center and the Hornell Center have a principal and 17 staff members. Tables 4 and 5 describe the programs and enrollments in the two centers as of Fall, 1968.[25]

TABLE 4

STEUBEN COUNTY BOCES PROGRAMS AND ENROLLMENTS
OCCUPATIONAL CENTERS
SEPTEMBER, 1968[26]
CORNING AREA CENTER

	First Year Course Total	Second Year Course Total
Agriculture 2	33	
Agriculture 3 and Farm Maintenance 3		31
Agriculture 4 and Farm Maintenance 4		15
Auto Body Repair 1	18	
Auto Body Repair 2		12
Auto Mechanics 1	33	
Auto Mechanics 2		24
Building Trades 1	18	
Building Trades 2		7
Child Care 1	20	
Child Care 2		7
Conservation 1	21	
Conservation 2		13
Cosmetology 1	24	
Cosmetology 2		18
Distributive Education 1	10	
Distributive Education 2		12
Electrical Trades 1	10	
Electrical Trades 2		14
Horticulture 1	5	
Horticulture 2		1
Machine Trades 1	12	
Machine Trades 2		11
Nurses Aide	11	
Office Practice 1	64	
Office Practice 2		32
Practical Nursing 1	23	
Practical Nursing 2		12
Total Students	302	209
Grand Total		511

TABLE 5

STEUBEN COUNTY BOCES PROGRAMS AND ENROLLMENTS
OCCUPATIONAL CENTERS
SEPTEMBER, 1968[27]
HORNELL AREA CENTER

	First Year Course Total	Second Year Course Total
Appliance Repair 1	15	
Appliance Repair 2		6
Auto Body Repair 1	16	
Auto Body Repair 2		9
Auto Mechanics 1	22	
Auto Mechanics 2		12
Building Construction 1	17	
Building Construction 2		12
Business Machines	27	
Conservation 1	17	
Conservation 2		11
Cosmetology 1	19	
Cosmetology 2		14
Child Care	17	
Distributive Education	12	
Electronics 1	12	
Electronics 2		17
Engineering Drawing 1	22	
Engineering Drawing 2		11
Hospital Attendent	15	
Licensed Practical Nursing 1	14	
Licensed Practical Nursing 2		11
Office Practice	47	
Special Education Class	14	7
Total Students	286	110
Grand Total		396

An indication of the degree of growth in vocational education is a comparison of the 1964-65 BOCES budget of $415,920 with the 1968-69 budgeted figure of $1,259,348.[28] The growth is almost entirely attributable to expansion of vocational education and the operation of area occupational centers. As of 1968 the BOCES was largely a single mission enterprise.

The Corning Community College serves an area considerably larger than Steuben but it is certainly a regional institution for the County. In the ten-year period from 1957-67, full-time enrollments at the College grew from 110 to over 1,700,[29] and in 1968 over 500 of the full-time students were residents of Steuben County.[30] County high school graduates who wish to matriculate at Corning Community College may, in most cases, do so.

Development plans call for a 1975-76 enrollment of 2,400 full-time students and 1,075 part-time students, making a projected total enrollment for that year of 3,475 (compared with the total of 2,699 in 1967). The projected full-time equivalent faculty (FTE) for 1975-76 is 173 compared with the 125 projected for 1971-72.[31]

Corning states as its objective the fulfilling of the area's needs in the categories of transfer programs, occupational programs, continuing education, community service and guidance and counseling.[32] The College is under the sponsorship of the Corning-Painted Post Area School District, supervision of SUNY. It is governed by a board of trustees and accredited by the Middle States Association.

The College offers instruction in five transfer programs leading to the A.A. or A.S. degrees and assumedly further leading to a four-year college matriculation. Programs are offered in two occupational areas leading to the A.A.S. degree. All major areas of instruction have a career and a non-career emphasis. Program and plant expansion are planned in the area of nursing science technology. Also planned (1968) were a learning resources center, theatre and student-faculty commons. Consideration was being given to the movement of the campus to a more accessible location and to creation of branches near population centers.[33]

To be determined soon, and critical to the future of the College, is the location of community college facilities in Chemung County and close to Elmira-Horseheads. If the Corning campus is moved close enough to serve easily Elmira-Horseheads, or if Corning branches in Chemung County flourish, College plans will presumably be carried through on present or more ambitious dimensions. Creation of a competing college in Elmira would obviously affect Corning plans significantly.

The College's division of continuing education provided (1968) an evening general studies program, a downtown woman's program, an off-campus evening program and a summer session.

Other colleges or universities serving the general area include Elmira College, Alfred University and the Agricultural and Technical College at Alfred. Rochester, Ithaca and Binghamton are centers for higher education within reach of the Steuben region.

Steuben is one of five counties served by the Southern Tier Regional Education Center (STREC) with headquarters in Horseheads. The Center serves also the counties of Allegany, Chemung, Schuyler, and Tioga. STREC, federally funded under the Elementary and Secondary Education Act (ESEA), 1965 - Title III, was established "to stimulate innovative and creative change in education."[34] With a director and staff of six, STREC has attempted to inventory needs and resources in the broad region for which it has responsibility, to circulate newsletters dealing with innovation and planning in education, and to facilitate in-service education among teachers and administrators. Development plans (1968) were to continue to grow along the lines established at the outset, with such modifications as the State Education Department's Center on Innovation may direct. STREC is an autonomous unit within the region and, since it serves the broad area of five counties, has no particularly unique or close ties with Steuben County.[35]

There are few other formally organized educational institutions with regional impact on Steuben. Obviously, such other coalitions as organizations of teachers and administrators, youth and adult education agencies, libraries and public social services operate on a county-wide or partly county-wide basis.

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

The 1963 tri-county "Survey of Area Vocational and Technical Education Needs" suggested a minimum vocational program including certain subjects to be offered in individual school districts and, additionally, vocational-trade, industrial and industrial-technical programs to be offered in area occupational schools. It proposed that the latter programs be "tailored" to meet area requirements and also include "such types of preparation as may be necessary to meet known needs at state and national levels." A number of suggestions were made in the survey for ascertaining area occupational needs, keeping up to date in program offerings, and having post-secondary as well as secondary opportunities. Standards for inclusion of courses and programs were outlined.[36]

The BOCES, after working in the area of shared services, quickly moved to make vocational education and the creation of area occupational schools its major goals. In fact, these are the only major BOCES goals in Steuben; shared services are losing ground and other BOCES services have not been undertaken. BOCES administrators and chief school officers of component districts in 1968 saw as the chief regional educational business strong programs in vocational education, completion of the area occupational centers and securing funding for centers and programs.

In addition to the original needs survey, specific curricular decisions have been based on a four-year projection running until 1968 and a five-year projection issued in April of 1968.[37] Speaking generally, the occupational curricula have been designed to equip individuals with the types of skills demanded by the economy of the region and, also, to prepare them to be sufficiently competent to enter the world of work in general. Courses and programs are inaugurated on the basis of employer and economic demand, suggestions from component schools, area surveys of job openings and career possibilities, State Education Department suggestions and specifications, demands by students and their parents, and, less frequently, leadership and initiative on the part of the BOCES staff. One gets the impression, however, that BOCES staff members exercise a quiet leadership that does not show up explicitly in tailoring the curriculum.

The following statement of the Vocational Education Department of the BOCES, appearing in the Faculty Manual of 1968-69, is a good expression of the explicit goals of the program:

PHILOSOPHY[38]

> "We believe that an opportunity should be provided for every individual to be trained in a service, skill, or occupation, provided he has the interest and capability to learn and profit by such training to the extent that it aids him in earning a livelihood. We believe that our technical society demands that vocational-technical education become an integral part of our total educational program, below college level, if we are to provide modern industry with competent craftsmen adequately prepared and trained in technical knowledge and skills, to keep unemployment at a low level, and to encourage our young people to remain in high school through graduation.
>
> "We believe that a large percentage of our high school population will find high school education more meaningful and purposeful if vocational-technical education is made a part of it. We believe also that vocational-technical education provides an opportunity for people to learn to work, produce, and create, thus becoming proud, productive citizens, able to provide better homes, better food and clothing, and a higher standard of living for their families. This results in better communities with increased taxable potential, thus returning to the community the cost of the training plus interest, so that the program becomes a profitable investment.
>
> "We believe that, if an employee is to be successful in modern industry, he must acquire more than skill and craftsmanship; he must acquire an adequate academic high school education; he must acquire a willingness and ability to adjust readily to new situations; and he must develop respect and appreciation of others, thus enabling him to get along with his fellow workers. We shall maintain a placement service for qualified craftsmen, but we shall never recommend to industry any individual whom we believe to be unqualified or undesirable."

A sample of individuals normally presumed to be part of the goal setting and evaluating process in area occupational education reported very little involvement. BOCES occupational teachers, vocational teachers in local school districts, employers (generally including employers of BOCES graduates), union officials, BOCES and individual district board members--almost all of these individuals who responded to the sample questionnaire indicated that they had had from moderate to little to no involvement in the decision to inaugurate programs, in determining the types of courses to be offered, in evaluating programs and in coordinating BOCES occupational programs with those of school districts and other agencies. In site selection and planning for the area centers, only BOCES board members indicated a considerable role in decision making. If this sample is sufficiently large to be reliable (there were a large number of non-returns), the assumption can be made that decisions concerning goal setting and goal achievement in this area are made by a relatively small group consisting of BOCES staff, State Education Department Officers (who must approve for funding), and, perhaps, members of advisory committees.

However broad the base of establishing vocational education goals, the evidence suggests that sources, methods and standards employed were similar to those used in other regions establishing program goals. A director of vocational education was appointed early; he was joined by a small staff of regionally experienced personnel. The BOCES executive gave to this enterprise his central support and authority, and the State Education Department provided its usual services, counsel and quality controls. Such cities as Hornell and Corning, with a history of experience in forms of vocational education, joined and contributed talent and know-how. Corning Community College was helpful and co-operative; over the years the College and the BOCES have reached agreements on the articulation of their respective programs.

Interview responses indicate that generally school district administrators and BOCES staff members have no implicit goals for occupational education that differ markedly from stated goals. There is some expressed feeling that courses should be designed with the interests of the less able student in mind. In general, however, administrators expressed the feeling that BOCES vocational goals have been achieved and that these goals are realistic and suitable to the region. If courses of a less demanding skills level were instituted, presumably there would be unanimity of agreement with goals and their implementation. No one mentioned the special needs of out-migrating youth; no one expressed concern with the lack of planning for the long-range future.

Samples of other types of allied interests suggest implicit goals may not coincide with BOCES stated and official goals. Almost 30% of BOCES occupational teachers responding reacted negatively to the process of organizing new vocational courses; only 35% reacted positively to the process through which the program was initiated. Among occupational teachers in local districts sampled, the percentage of positive and negative reactions to the process of organizing new courses was about equal. Among the few BOCES board members reacting, there was no unanimity of positive feeling toward the process. It may well be that the lack of heavy involvement in the process, cited previously, influenced the feelings of the respondents about the process itself.

The process of evaluating courses and of reviewing and modifying goals is handled in a very practical way. Courses are evaluated on their successes in enrolling students and in the placement records for students taking them (in the case of cosmetology, it is apparently enrollment rather than placement which prevails). Since program goals are equally practical and operational in definition, they are reviewed in the same terms: the feasibility of programs, whether or not they earn their way, whether or not they meet local employment needs, how popular they are with students, parents and counselors, and what the placement picture is. Though goals include those of holding power for students and the general occupational well-being of graduates, one gets the distinct impression that success of a course in the marketplace is the major criteria for evaluation.

In determining curricular changes, BOCES staff members work closely with counselors and through them with students. The BOCES executive has regular meetings with chief school officers, and he and his staff meet periodically with an advisory council of secondary school principals and counselors. There is a widely expressed feeling that this process works well and that the BOCES group tries hard and successfully to communicate with the individual schools. Even so, planned courses are sometimes undersubscribed, sometimes flooded.

Goal modification and program changes are facilitated by the efficient movement and communications of the BOCES staff, by a network of school districts,BOCES and Community College counselors, and by periodic reviews and modifications of curricular plans. Obstacles to change,modification and innovation would appear to be the stringencies of finance, the number of small school districts with relatively fixed needs, the need for annual approval from Albany, and the generally conservative nature of the region. Perhaps, too, a region that centers on vocational education becomes wrapped into a field governed philosophically by pragmatic, short-range goals.

Overlap in occupational programs exists to some degree; this does not seem to be serious. The larger school districts maintain some courses that might be somewhat overlapping and could well be drawn into BOCES centers. One of the larger districts is led by a man who favors only post-secondary vocational and technical education; this leads to some complications. But the areas of overlap are few, and the cooperation of the Community College and the BOCES has removed the possibility of serious overlapping here.

In Educational Technology

Little evidence of regionally-based explicit goals for the use of educational technology in Steuben County was revealed (December, 1968). Neither BOCES administrators nor administrators of the eight schools interviewed indicated that any such goals existed within the BOCES structure. Several persons stated that informal conversations among Steuben BOCES administrators suggested an interest in having the BOCES establish a film and instructional materials center. Apparently nothing had been done on this score in 1968. It is accurate to say that at the time of the visit, some of the leaders of the region had as an implicit goal the creation of such a center, but that the BOCES had not as yet responded. While educational TV was mentioned by some as a possible regional goal, it was not evident that this was being seriously considered. There was no regional data processing system, nor was one contemplated. Larger school districts mentioned this lack but did not argue for such a service on a county-wide basis. The County is scheduled to be included in a larger data processing center.

The Southern Tier Regional Education Center, STREC, (Title III Center) was (1968) giving some indication of goal setting in the educational uses of technology. A specialist had been employed to become concerned with various uses of instructional technology, and it was stated that he would try to aid classroom teachers. In making this move there was no indication that it was part of any formal goal setting by STREC but, rather, a response to needs expressed by teachers in the area. Corning Community College uses technology instructionally and administratively, but does not (1968) explicitly express an intention to become a regional leader in this area.

Of the eight schools where interviews were held, all showed use of films, film strips, and slides, and some indicated use of video-tapes and language laboratories. None indicated their districts had received help from the BOCES or STREC or the community college. Among a group of the school districts, there is an informal sharing of films by means of a film library serving teachers. The latter seems to have developed out of every-day need rather than being a formally planned enterprise. The largest district in the region, Corning, explicates goals for use of some forms of educational technology by having staff members in audio-visual instruction and library materials. The Corning administrator interviewed judged film and materials services and resources to be inadequate.

In summary, there was little evidence to show that the Steuben region had established goals for educational technology, or that very many persons had been involved in goal setting in this area.

In In-service Education

Steuben BOCES administrators do not name in-service education as an explicit goal of that organization; nor does the literature cite such a goal, nor was BOCES (1968) engaged in formal in-service programs. STREC listed (1968)[39] eight objectives, all of which argue the need for in-service education as a goal for the Center. In point of fact the Center has sponsored in-service opportunities regionally, and a staff member cited (1968) in-service programs as a percent of Steuben teachers sampled indicated that the local school district was the source of their recent in-service experience. There was no indication in interviews as to how goals for in-service programs were established on the local level.

The Steuben teachers sampled indicated a minor role in in-service goal setting and achievement. Over 70% showed no participation in deciding to have such a program, 81% stated they had had no part in determining eligibility for attendance, while almost 76% said they had had no part in selecting course content and procedures. Only 31% were involved in suggesting changes in future programs, and only 25% were involved in formal evaluation of in-service programs. It should be stated, however, that better than 90% of the teachers sampled were either positive or neutral in their reactions to the ways in which in-service programs were determined, operated, changed and evaluated. A very small proportion of respondents had negative reactions.

In summary it can be said that in-service education goals are set and achieved by a relatively small group of persons, but this group uses, at times, the broader base of surveys of interests and needs. Though some schools sponsor in-service programs of their own, regional efforts are made by STREC, the community college, or, in some instances, institutions outside the immediate area. Both STREC and the community college see in-service education as an explicit objective.

4. INNOVATING AND INNOVATION

In Occupational Education

To the degree that area occupational programming is innovative, the Steuben region has shown innovativeness in initiating such programs. In the early 1960's, before the period in which the State Education Department exerted vigorous leadership for area programs, counselors, teachers and administrators instituted a cooperative area program in electronics based on Hornell's interests and resources. Steuben County leaders urged the SED to take leadership in this area and, in 1963, the "Survey of Area Vocational and Technical Education Needs in Schuyler, Steuben and Livingston Counties and Part of Allegany County" was completed. Hornell, Bath and Corning were recommended as centers for occupational education on a regional basis. Hornell and its immediate area, already involved, was one obvious location for a center. Bath was not expressly interested. After considerable debate as to whether its interests lay with Steuben or with neighboring Chemung County, Corning decided to enter the Steuben BOCES and become the locale for an area center.

Comparatively, however, Steuben officials showed no special degree of innovative behavior in establishment of area vocational education. Other counties studied had pre-survey programs (e.g. Vocational Education and Extension Board, VEEB). Steuben's survey of needs was conducted at about the same time as that for other areas, a time when the SED was exerting strong leadership and advocacy, and funding was in sight. It can be argued that a county in which 40% of high school graduates entered directly into the world of work (1962) had waited a long time to mount region-wide occupational education efforts.

While present programs of vocational education in the centers appear to be soundly based and conducted and are well accepted by the region, there are few evidences of innovativeness. In discussing the programs, area administrators in the BOCES and school districts being served evaluated the programs on such criteria as "soundly conceived," "practical," "well run," or "something good we couldn't possibly have ourselves." An examination of courses offered shows them to be the usual for programs of this type. Courses are selected largely on the basis of directions given by the original area survey, plus periodic studies by the BOCES staff and requests from member school districts; one finds little evidence of programming for the future (beyond five years) or for the needs of students leaving the immediate area. Planners are concerned with potential for enrollment and financing; to some extent courses flourish because they are popular with young people. Occasionally an innovative offering, such as one proposed for dental chairside assistants, fails because counselors, students and parents in the individual schools fail to support it. The "tried and true" courses seem to dominate the program; leadership is extremely cautious. In some measure this is not a regional characteristic but rather an evidence of the conservatism found in the State Education Department.

It can be said that Steuben, like some other counties (e.g. Chemung, Rockland) showed aggressive leadership in getting the area centers started. By persuading the Hornell and Corning districts to assume initial ownership and responsibility for buildings, the BOCES was able to get an early start on its centers. For this the credit seems to go to both BOCES leaders and individual school district leaders.

Though the BOCES occupational programs are comparatively recent (1964-on), enough time has elapsed to suggest little innovativeness in relating these programs to other systems in the region. The BOCES uses good, standard means of working with schools, operating and evaluating programs, and placing and following graduates. But there are still overlapping programs with some of the larger school districts, and only recently have the BOCES and the community college programs been studied with a view to better articulation. While advisory board and committee schemes are used in the prescribed way, it is evident that some major employers in the area do not or cannot use graduates effectively, and that a number of smaller employers are either not aware of personnel opportunities through BOCES or have not been involved usefully. In short, there is little evidence of imaginative or creative leadership in area system relations.

In Educational Technology

Steuben must be characterized as not innovative, comparatively speaking, in educational technology. The BOCES did not (1968) have any programs in the use of technology in instruction; it had no data processing service; and it did not have a film center, multi-media center or instructional center. STREC (the Title III Center) had a staff member assigned to educational technology but had not (1968) mounted any programs or services. It did not appear (1968) as if Corning Community College was especially active in this field. A number of knowledgeable people interviewed stated that the BOCES should have a film or multi-media center; some few hoped that the BOCES would take leadership in educational television. There was mixed reaction on the subject of data processing--a majority seemed of the opinion that this service would only make sense for a region considerably larger in population than Steuben (SED policy has taken this latter position and the question is decided). It is worth noting that a BOCES in a lightly populated area (Lewis County) has provided data processing services through its BOCES.

The only references made to advanced technology as applied to instruction were to Prattsburg (not in the interview sample), where educational television and video taping are employed, and to Corning where there is some use of television. A number of the individual school districts employ types of the more conventional applications of technology to instruction--language laboratories, film libraries, commercial television facilities and the like. The general picture for these districts, including Corning and Hornell, is that they are comparatively conservative in uses of technology.

The following table, drawn from Basic Educational Data System (BEDS) material obtained in the fall of 1968 by the State Education Department, gives some indications of innovative practices for the eight school districts in Steuben where interviews were conducted.

TABLE 6

INDICATIONS OF INNOVATIVE PRACTICES IN EIGHT SCHOOL DISTRICTS OF STEUBEN COUNTY, FALL, 1968[40]

Practice	Number of Schools (out of 8) Reporting Use of Practice
Use of ESEA Title III Center	6
Participation in Other Federal Programs	6
Participation in State Programs	4
Participation in BOCES Programs	8
Use of Regional School Study Council	7
Programmed Learning	1
Computer Assisted Instruction	0
Other Types of Independent Study	3
Open Circuit Television	3
Closed Circuit Television	1
Video Tapes	1
Films	8
Filmstrips	8
Slides	8
Other Graphics	6
Continuous Progress--Elementary Level	2
Continuous Progress--Junior High Level	0
Continuous Progress--Senior High Level	0
Curricular Innovations, Local	5
Curricular Innovations, State	3
Curricular Innovations, National	0
Performing Arts Program	1
Prekindergarten Program	3
Integration Program	0
Intercultural Relations Program	0
Flexible or Modular Scheduling	0
Summer School, Elementary	7
Summer School, Junior High	3
Summer School, Senior High	2

Data make it plain that in the categories of currently innovative practices--individualized instruction, continuous progress at secondary level, new types of staffing, use of TV and video tapes, use of television, and the newer curricula--there is relatively little going on in the eight schools.

In In-service Education

Steuben cannot be accurately described as innovative in the field of in-service education. The BOCES has not seen this as one of the services it should provide, though some administrators regretted this state of affairs. STREC had (1968) conducted workshops on educational leadership and a reading workshop program, worked with counselors on an in-service training program, and sponsored a visit by a social studies specialist from SED. It is obvious that other STREC services and forms of leadership (e.g. surveys of needs and resources, curricular experiment support, proposal writing) are in a sense informal types of in-service education. The observer would rate STREC well in this area but would not appraise the efforts as comparatively innovative by national or New York State standards. The same or a similar conclusion was reached by several persons interviewed.

Corning Community College has in the past sponsored a health education seminar and a program for educational auxiliaries. A few in-service courses are available for teachers (a two-year college is limited in what it can do in this area). Some persons interviewed highly praised the college's efforts in in-service and adult education. Based on the rather limited knowledge available to this observer, the college's efforts do not seem to be especially innovative, comparatively speaking. It is significant that in a sample of Steuben teachers interviewed (including a number in Corning), only 15% had participated (1968) in an in-service experience sponsored by a college. It can be argued, however, that two-year colleges do not have a responsibility for leadership in in-service education for teachers.

Fifty-four percent of the Steuben teachers sampled (1968) indicated they had participated in in-service programs sponsored by local school districts. Of all teachers reporting (including the 54% involved in individual district programs), about 80% found the programs to be relevant to their own work and 65% were satisfied with the qualifications of the agency or agencies conducting the programs.

An informal review of the types and extent of in-service education in the individual districts results in a picture of little being done; and what is being done is generally in the larger districts. Types of programs mentioned are social studies in the elementary grades and individualization of instruction. One must conclude, generally, that the region is not especially innovative in its individual district in-service work. Alfred University through its school study council, provides a resource in addition to resources based in Steuben. The work of this council has not been reviewed since it is not in the immediate Steuben region.

Summary

Why is so little of an innovative nature being done in Steuben when it is compared with some other regions? The BOCES has chosen to limit its leadership and development activities to vocational education and, in this field, has tended to "play it safe," offering courses (largely the conventional ones) as requested. Moreover the entire nature of vocational education and of the legislation regulating and funding it are essentially conservative -- a practical and cautious ethic governs this field. Immediate demands are met; "name" courses that will enroll are offered, and thinking is regional, limited to the present or immediate future. Only a venturesome BOCES with a dynamic leadership pioneers. When a BOCES emphasizes vocational education as its sole developmental activity, and when its leadership is cautious and its clients conservative, there is little activity of an especially innovative sort. This seems to be true of Steuben.

In educational technology, there has been absolutely no BOCES leadership. Neither has there been a strong demand from the component school districts. Many of these districts are just too small and circumscribed financially to do much in this expensive field. The community college, which shows leadership and willingness, is not staffed or financed for a major effort. STREC is moving into the field, but it covers a broad area of which Steuben is only a part. The larger districts -- Corning, Hornell and Bath -- have chosen not to move very far in the innovative uses of technology; perhaps they cannot risk it in today's financial bind. It is especially depressing to find that the one feasible use of county-wide technology, data processing, is not being tried.

In-service programs are available, though not in large numbers. They tend to be offered by local school districts many of which are so small as to be handicapped in operating innovative programs. STREC works here but again must serve many other clients. The college offerings, helpful as they may be, are not enough. One is concerned to note how small a part teachers take in planning, running and evaluating their own in-service experiences (this will be expanded in a later section).

A cautious BOCES, a large number of school districts many of them extremely small, an over extended Title III Center, and a struggling community college -- these are not the ingredients necessary for innovation. In some ways the single-minded preoccupation with vocational education almost militates against progress in technology and other fields. Finally, there is a basic and widely pervading conservativism among educators in the County -- a rural and small town quality perhaps -- which makes "innovation" an almost disagreeable concept. This might be all well and good except for the fact that new highways, expanding metropolitan areas and shifting populations are in the process of forcing a new life on the people of Steuben County.

5. SYSTEM RELATIONS

In Occupational Education

Regionally, decisions about occupational education in Steuben are reached by the BOCES board of education and BOCES administrators. These decisions are arrived at through a rather subtle, informal and somewhat political process involving both constituted authorities and inter-personal relations. BOCES administrators work through an advisory committee or board of secondary school principals (including the chief school officers who also hold this office), the periodic meetings of the chief school officers of the area, the craft or occupational advisory groups for each occupational field, the staff and administrators of the two occupational centers, informal agreements reached by the area counselors' group, and a good many informal face-to-face contacts between BOCES administrators and counselors on the one hand and counselors and administrators in the school districts on the other. Guiding decision making in a general sense (as it guides goal setting) is the current five-year plan based on surveys and projections of employment needs ahead.

To obtain public approval of the bonding referendum authorizing purchase of the new occupational centers (carried narrowly in 1969), the BOCES conducted a low-key campaign. There was a BOCES-wide committee that was representative of the several component districts, a consistent though modest campaign of talks and newspaper publicity, and an effort to diplomatically "nudge" people into voting affirmatively. A number of BOCES graduates and employers or employees made strategically timely statements about the value of occupational education to individuals and the region. While the observers felt at the time of visit (December 1968) that the effort was lagging, and that the BOCES and district administrators were pessimistic, the referendum carried. It has been protested by some citizens who complain of difficulties in voting. The narrowness of the margin of support raises some questions concerning the effectiveness of the BOCES and school districts in gaining public support. Steuben has a sizable and reportedly successful program of occupational education in two centers, yet the BOCES was barely able to get approval of funding for ownership of the buildings. Was the campaign conducted in too "low-key" a fashion?

With use of the loose coalition of guidance people and the exercise of good will on both sides, a potential conflict between the Corning Community College and the BOCES has been avoided. An agreement has been reached (1968) by which BOCES graduates in vocational-technical programs can move into "advanced study" of technical subjects at the College and bypass courses that may well overlap BOCES work.

In general, there is no serious overlapping of BOCES and individual district efforts in vocational education. The larger school districts offer industrial arts, homemaking, business, agriculture and some vocational-technical courses. While it might be desirable (in the view of some) for this work to be better articulated with the occupational center offerings, or, in some cases moved to the centers, the problem of overlapping is not an overriding concern. It does suggest a certain inadequacy in planning, an apparent lack of aggressiveness on the part of the BOCES, and some flaws in the informal manner in which system relations are managed. Of all of the contacts made with district and BOCES vocational teachers and administrators, only a very few persons were seriously critical of the purposes or operations of the occupational centers or of relations between the BOCES and the school systems in this area. On the other hand, there is evidence (see pp. 355) that occupational teachers in the school districts sampled had very little to do with BOCES decision making and were not consulted in planning.

The need for improvement in coordinating resources and communications is obvious. The major employer in the area has a union which reportedly will not recognize the training levels of incoming BOCES graduates. This stated problem had not been seriously worked on by the BOCES. A sampling of employers, employee groups and assumedly knowledgeable persons in the Steuben region produced evidence that many persons and groups were almost unaware of the purposes and programs in occupational education or, in some cases, had not even heard of the BOCES and the occupational centers. While most of the school district administrators interviewed praised the occupational education thrust, several indicated that the curriculum was somewhat rigorous for many students (or that it was not high-level enough). They were conveying these points to the BOCES, they said, but not much was happening in response. One administrator of a fairly large district expressed lack of confidence in the value of vocational education at the high school level.

Two important aspects of planning and decision making in occupational education, both demanding effective system relations, are communications with the public and planning for the present and future employment needs. While the BOCES staff apparently communicate reasonably effectively with the schools and the college as well as with members of advisory committees, an apparent lack of two-way communication exists with the general public and with business, industry and employee interests. This lack, attested to in interviews and responses to questionnaires, makes it difficult for the BOCES to plan with full effectiveness. The problem is in part that the BOCES talks _to_ the public but lacks mechanisms to get feedback from the public. There is some tendency for the BOCES to have two-way discussions within the community of educators but not to reach out for inputs from the other relevant groups. This can be damaging to any realistic planning for present and future employment needs. Whether this is a general problem for occupational education, with its horizontal lines of authority in decision making, or whether it is a rather special problem in Steuben, is difficult to determine.

In Educational Technology

Regional planning and development in the uses of educational technology is almost completely absent from the Steuben region. This is documented in other sections of the report. It is impossible to observe and characterize system relations in this field.

In In-service Education

As earlier mentioned, in-service education in the Steuben region is largely the responsibility of individual school districts acting on their own. The BOCES is not in this field. Both STREC and the Corning Community College provide in-service programs.

Though STREC is praised by a number of respondents for its leadership in staff development through in-service programs, such programs for Steuben have been few in number and not especially well recognized by some of the persons interviewed. The Center made an early inventory of educational resources and needs in the region and subsequently planned in-service ventures accordingly. Thus, the Center would appear to have a planned information system for offering services. There is some indication, however, that STREC has been slow to get into the in-service field and that teachers do not have a very significant role in decision making in the Center's in-service program (see p. 364). Some respondents suggested that STREC serves so broad a geographical area that its work is relatively unknown to many professionals in Steuben.

Corning Community College makes a rather systematic effort to survey regional needs for adult education programs including those of teachers and paraprofessionals. The College has, for instance, been involved in the preparation of a type of school paraprofessional. But this effort is limited, and there is not sufficient evidence to show how effectively the College relates to the school and to the BOCES in this matter.

Other Examples

The rather narrow focus of the Steuben BOCES is due in part to the nature of the region and to system relations difficulties inherent in this nature. Steuben is a sparsely populated county with a number of small school districts, with population centers in three distinct portions of the County, and with a degree of polarization as the north looks to the Rochester metropolitan area and the southeast to the Route 17 and Chemung County area. When the BOCES was formed, the large Corning district joined it only after deliberation and in order to give population and other strengths to the new organization. Then and now, the Corning-Painted Post area has strong and natural ties with the Horseheads-Elmira region: Route 17 provides a natural bridge, much occupational and cultural movement occurs between the areas, and the Community College serves the Corning-Elmira section. Hornell provides a natural point of coalition for school districts of the north and west. It is difficult and somewhat artificial to make regional educational arrangements using Steuben as a unit. The problem was mitigated somewhat by an intelligent decision to have occupational centers at Hornell and near Corning. However, Bath can be viewed as another natural center and somewhat independent of either the Corning or Hornell orbits. All and all it is not difficult to see why regional coordination of resources for special education, educational technology and in-service education have either not succeeded or not been undertaken. The fate of the Steuben BOCES suggests how important it is to weigh considerations other than political boundaries and educational traditions in establishing regional educational systems.

One of Steuben's special problems in terms of regional educational development is the presence of a number of quite small independent school districts and the unwillingness of certain of these to enter mergers or consolidations. This situation affects most of what happens in educational regionalism. The smaller districts lack the means and, sometimes, the incentive to support the BOCES in ventures in special education or technology or in-service education. The imbalance of power in decision making works two ways: the larger districts tend to exert major leadership in goal setting and innovative practices; the numerous smaller districts are capable by their very presence of inhibiting change.

Does a BOCES operation tend to block or inhibit mergers or consolidations of smaller school districts? A number of the key persons interviewed in Steuben reported this to be the case. Even a brief observation of some of Steuben's smallest districts tends to support this view. Without the occupational education programs on a region-wide basis, the smaller units might have been forced by now to merge in the interests of a better-rounded vocational program. Or they might have been led to mergers earlier if the BOCES shared services had not come when they did.

The influence of smaller districts is nowhere clearer than in the leadership role of the district superintendent who is of course also executive officer of the BOCES. If this officer in Steuben perceives himself to be a responsible district superintendent, and this was the case in 1968, he must perforce spend a good deal of time and talent on matters affecting district organization and consolidation. Interviews with the district superintendent and others and an analysis of the superintendent's log show that this role, that of leader for smaller school districts and mediator in district reorganization questions, does indeed consume a major share of time and skill. This may well explain why the BOCES has limited itself largely to the single forward goal of occupational education. The situation also suggests the incompatibility of having one man have two roles in a region where the superintendent's role is a comprehensive and demanding one.

FOOTNOTES TO CHAPTER VII

STEUBEN COUNTY

[1] New York State Statistical Yearbook, 1968-69 (New York State Director of the Budget, Office of Statistical Coordinator, Albany, New York, 1969).

[2] Demographic Projections for New York State Counties to 2020 A.D. (Office of Planning Coordination, New York State, Albany, New York, 1968).

[3] United States Bureau of the Census, United States Census of the Population, 1960.

[4] New York State Statistical Yearbook, 1968-69.

[5] Business Fact Book, 1963, Part 2, Population and Housing (New York State Department of Commerce, Albany, New York).

[6] New York State Statistical Yearbook, 1968-69.

[7] Commuting from County to County in New York State, Research Bulletin, No. 11 (New York State Department of Commerce, Albany, New York, 1965).

[8] New York State Statistical Yearbook, 1968-69; and Business Fact Book, 1967-68 Edition, Part 1, Business and Manufacturing (New York State Department of Commerce, Albany, New York).

[9] Ibid.

[10] Ibid.

[11] Business Fact Book, 1963.

[12] Measurement of the Ability of Local Governments to Finance Local Public Services (State Education Department, Albany, New York, 1967).

[13] New York State Statistical Yearbook, 1968-69.

[14] Measurement of the Ability.

[15] Survey of Enrollment, Staff, and Schoolhousing, Fall, 1968 (New York State Education Department, Information Center on Education, Albany, New York, 1968).

[16] Ibid.

[17] "School Directory, 1968-69, Roman Catholic Diocese of Rochester" (Rochester, New York).

[18] Basic Educational Data System, Information Center on Education, State Education Department, Albany, New York, Fall, 1968.

[19] Ibid.

[20] Ibid.

[21] Ibid.

[22] Ibid.

[23] "Survey of Area Vocational and Technical Education Needs in Schuyler, Steuben, and Livingston Counties and Part of Allegany County" (1963).

[24] "Highlights in the Establishment and Growth of Steuben County Board of Cooperative Educational Services" (BOCES, Bath, New York).

[25] "Faculty Manual, Steuben County Area Vocational Education Centers, Hornell-Corning" (BOCES, Bath, New York).

[26] "Board of Cooperative Educational Services" (Bath, New York, 1968-69).

[27] Ibid.

[28] Ibid.

[29] Corning Community College Catalog, '68-'69 (Corning, New York, April, 1968).

[30] Interview, December, 1968.

[31] Development Document of 1968 (State University of New York, Albany, New York, 1968-69).

[32] Corning Community College Catalog, p. 3.

[33] Interview, December, 1968.

[34] "Southern Tier Regional Directory, 1968-1969" (The Southern Tier Regional Education Center, Horseheads, New York, 1968-69).

[35] Interview, December, 1968.

[36] "Survey of Area Vocational and Technical Needs," p. 24.

[37] "New Five Year Projection and Proposed Plan of Building Procedure" (Steuben County, Board of Cooperative Educational Services, April 1, 1968).

[38] "Faculty Manual," p. 2.

[39] "Southern Tier Regional Directory," p. 2.

[40] Basic Educational Data System.

CHAPTER VIII

ESSEX-HAMILTON-WARREN-WASHINGTON REGION

The Essex-Hamilton-Warren-Washington supervisory district and its Board of Cooperative Educational Services (BOCES) (hereafter referred to as E.H.W.W.) includes the southern two-thirds of Essex, the northern tip of Washington, the north-eastern corner of Warren and the northern quarter of Hamilton counties. However, most of the specific social and economic data reported here will be for Essex County since it comprises the largest portion of the BOCES for which information was available. The sections of the other three counties seem to be quite similar to Essex in all respects discussed here.

1. BACKGROUND

Lake Champlain forms the 50-mile eastern boundary of this BOCES. E.H.W.W. extends westward away from the water for approximately 75 miles. Except for a narrow corridor next to the lake, most of the area is a part of the Adirondack Wilderness, which has been designated as a "forever wild" region by State law. John Thompson describes the region as follows:[1]

> "This is perhaps the most readily discernible composit uniform region in the State; in fact, it is one of the finest such regions to be identified at this scale in the world. Regional characteristics have been accentuated by state law, which established much of it as a wilderness area. [Its characteristics are:]

1. An attractive isolated upland composed of hills, mountains and numerous lakes; igneous and metamorphic rocks predominate; slopes generally excessive.

2. Severe climate with very cold, snowy winters and very cool, wet summers; energy for plant growth lowest in the state.

3. Original forest of the spruce-fir-northern hardwoods type; land almost completely covered with second - and third - growth forest today.

4. Shallow, poorly drained, acid soils on glacial till and steep terrain; farming next to impossible except on locally favorable sites.

5. Most of the region never permanently occupied; limited settlement after 1800; population densities very low and mostly associated with recreation activities; population stagnation or decline in recent decades.

6. Economic health very poor by state standards.

7. Agriculture not feasible; mining occurs and may expand, but will not employ many people; manufacturing expansion seems unlikley; greatest fortune would seem to be in recreation, for which the region has many attributes; will remain indefinitely but sparsely settled even in a generally rapidly rising state population trend; has an empty rural landscape designation."

This description aptly summarizes the socio-economic-geographic characteristics of the region. It is a rugged (18 mountains over 4,500 feet are located in New York State and all of these are in Essex County), isolated, beautiful forest land.

The population of Essex County in 1960 was 35,300.[2] The Census Bureau projected 1970 population is 36,000; and more than 37,000 is projected for 1980, showing a very modest growth. Contrary to this projection, however, is the estimate of the New York State Department of Commerce. This agency gives the population of Essex County in 1968 as 34,671, a decline of 1.8% since 1960. In any event the net migration for the County has resulted in a steady but small loss in population since 1940 and this pattern is expected to continue. A relatively high birth rate, then, is necessary to maintain the population.

Three-quarters of the population of Essex County were classified as rural in 1960; but more than 90% of the rural population were characterized as non-farm.[4] There are no cities in the County. The largest incorporated villages are Ticonderoga and Lake Placid. The latter is not a part of the E.H.W.W. BOCES. The entire E.H.W.W. area is, of course, very sparsely populated. In fact, the three least-densely populated school districts in the State are in Essex County, and the next four are in Hamilton County.[5] All of them have one or fewer pupils per square mile. Indeed, all of Hamilton County averages less than one child per square mile. It is the least-densely populated county in the State. Essex is second with close to four school children per square mile.[6]

The median school years completed in Essex County was 10.3, which is slightly below the upstate average.[7] The non-white population of the County is less than .4 of one percent.[8] The median age of the population in Essex was 30.7 in 1960, which does not differ significantly from the upstate average.[9]

Eleven thousand, five hundred workers are employed in Essex. Of these 10,500 are residents of the County; the remainder commute. Nine hundred and fifty persons residing in the County travel to their places of employment outside the County; nearly all of them go to the north for jobs in Clinton and Franklin counties.[10]

In sum, this is a sparse, rural, non-farm population whose characteristics are in conflict with demographic trends in most of the rest of the State and nation.

The Adirondack Northway, a part of the National System of Interstate and Defense Highways that has just been completed, connects Albany and the Canadian border at Champlain just south of Montreal. This award-winning, 176 mile expressway has justifiably been called one of the most beautiful major roads in the world. It roughly parallels Highway #9 on the eastern edge of the E.H.W.W. BOCES and has tremendously aided the residents of the area. It has not yet had a significant impact on the growth of the population, but this is possible. There are no major east-west highways. Essex County has no commercial air or rail passenger services. The mountains and numerous lakes make highway construction extremely expensive, but autos and buses are the only significant means of transportation.

The per capita annual income for residents of the six northern counties of the State was $1,758 in 1963. This was well below any other region in New York.[11] Of these northern counties, Essex ranked second highest with $1,884.[12]

The recreation industry is of tremendous importance to Essex County, both in summer and winter. Camping, boating, swimming, hiking, skating, skiing, fishing, hunting, etc. - this is an outdoorsman's paradise. Lake Placid, Whiteface Mountain and Paleface Mountain are among the best equipped ski resorts in the eastern part of the United States. Perhaps one statistic will suffice to document the importance of tourism to the economy. In upstate New York (the entire State except metropolitan New York City) hotels, motels and other lodging places make up 19.8% of the business income, while in the northern six counties they provide 43.7% of the business income.[13]

Manufacturing is of considerable importance in the northern counties; Essex in only fourth among these six counties. The International Paper Company at Ticonderoga is by far the largest Essex County manufacturer. A smaller producer of paper, the J. & J. Rogers Company, is located in Au Sable Forks. The County lacks other significant manufacturing industries. None of the major trading centers of the northern six counties of the State are located in Essex; only Lewis County has fewer wholesale and retail outlets.

The North Country (the six northern counties) lead all other regions of the State in dairying. Ninety percent of the income from agriculture in the region is derived from livestock and livestock products. However, the dairy industry is concentrated in Jefferson, St. Lawrence, and, to a lesser degree, Lewis counties. Essex is a poor last among the six counties in agricultural wealth. Of land involved in commercial agriculture, the average for the northern area is 32.4%. Jefferson County has 58.5%, while Essex has only 8.7% of its acreage used in agriculture.[14]

The North Country is the leading mining area of New York. Iron ore, lead, zinc, talc, titanium and wollastonite are the most important minerals. Essex County is a leader in this regard. In fact, a larger percentage of its labor force is engaged in mining than any other county of the State -- over 8.5% (the State average is .2% the upstate average is .3%, while in the North Country the average is 2.5%).[15]

The eight largest employers of Essex County are the Grand Union Company (grocery stores), International Paper Co. (book and bond papers), Lake Place Co. (resort), Marcy Hotel, National Lead (ilmenite and magnetite ores), Republic Steel (iron ore), J. & J. Rogers Co. (paperboard), and Whiteface Inn, Inc.[16] This list summarizes the major sources of wealth for the County.

Medical and legal services are available to the people of Essex County to about the same degree as to other parts of the North Country. There is not a critical shortage. Accessibility can be a major problem in the winters, but, of course, the Adirondack Northway has helped. An interesting medical research concentration is in the Saranac Lake area.[17]

E.H.W.W. was selected for this study as a small-rich region. It is rated as a rich area primarily because of its valuable real estate. The property facing the many lakes of the area is expensive. Yet, many of the homes and cottages are only used for vacations and thus do not contribute to the numbers of children to be educated locally. Essex County is ranked 14th out of the 58 counties of New York State in terms of the per capita full value of property. Hamilton County is number one.[18]

Essex, however, is 53rd out of 58 using personal income per capita as the criterion; it is ranked 48 from the top among the counties in terms of the net taxable personal income.[19] Thus the County is a curious combination of wealth and poverty.

The region usually votes Republican in local, state and national elections. Eighteen towns and six villages are represented on the County Board of Supervisors.[20] There are numerous other special governmental districts.

Professional planning operations are very limited in the area. The Lake Champlain - Lake George Region of the New York State Office of Planning Coordination did not have a director at the time of the first visit to the area (1969). The chairman of the lay board for this agency reported very limited contact with educational units. Some of the counties included in E.H.W.W. do not have county planning offices, and a shortage of professional personnel exists. Apparently, there has been no contact between E.H.W.W.

BOCES staff and the Essex County Planning Office.

2. EDUCATION IN THE REGION

School Enrollment

The weighted average daily attendance (W.A.D.A.) for the 13 school districts included in the E.H.W.W. BOCES in June of 1967 was 6,115. Table 1 shows the W.A.D.A. by district and the total operating expenses per child.

TABLE 1

WEIGHTED AVERAGE DAILY ATTENDANCE & OPERATING EXPENSE PER STUDENT IN THE SCHOOL DISTRICTS OF E.H.W.W. BOCES JUNE, 1967[21]

Popular Name of District (County Location)	W.A.D.A.	Operating Expense per Student/WADA
Crown Point (Essex)	492.83	$ 732.56
Elizabethtown-Lewis (Essex)	549.34	$ 783.73
Hague (Warren)	180.62	$ 951.64
Keene (Essex)	185.54	$ 986.14
Long Lake (Hamilton)	210.08	$1,208.98
Minerva (Essex)	265.95	$ 971.41
Moriah (Essex)	1,343.39	$ 666.16
Newcomb (Essex)	328.53	$1,292.70
Putnam (Washington)	148.28	$ 839.47
Raquette Lake (Hamilton)	51.67	$1,292.70
Scroon Lake (Essex)	460.62	$ 745.50
Ticonderoga (Essex)	1,397.58	$ 646.07
Westport (Essex)	500.68	$ 749.80

At least two facts seem readily apparent from these data:

1. The school districts have too few children enrolled; only Ticonderoga and Moriah approach the minimum size recommendations of the State Education Department.

2. There is a wide disparity in how much is spent per child; and, by and large, the districts that are more "heavily" populated spend well below the State average.

These factors are absolutely basic to an understanding of education in this region.

The total nonpublic school enrollment in Essex County in the Fall of 1967 was 1,329.[22] The Title III Center serving Essex County, the Northeast Regional Supplementary Educational Center (NERSEC), lists the following private schools in those parts of Essex County that are included in the E.H.W.W. BOCES: Adirondack Mountain School, Highlands Community Training for Young Adults, Lewis-Wadhams School, St. Joseph the Worker Elementary School, St. Mary's Elementary School and St. Patrick's Elementary School. There are no Roman Catholic secondary schools.

Sample Schools Enrollment

Thirteen school districts compose E.H.W.W. Enrollment and staffing data for the four school districts selected for the sample are reported in Table 2.

TABLE 2

ENROLLMENT AND STAFFING IN SAMPLE DISTRICTS, E.H.W.W. BOCES, FALL 1968[23]

District-Popular Name	Enrollment		Staffing
Hague (Warren Co.)			
Elementary	111		
Junior High (7-9)	47		
Senior High (10-12)	30		
Total.....		188	16
Newcomb (Essex Co.)			
Elementary	183		
Junior High (7-9)	68		
Senior High (10-12)	58		
Total.....		309	27
Scroon Lake (Essex Co.)			
Elementary	259		
Junior High (7-9)	99		
Senior High (10-12)	77		
Total.....		435	27
Ticonderoga (Essex Co.)			
Elementary	830		
Junior High (7-9)	332		
Senior High (10-12)	308		
Total.....		1470	83

It is interesting to note that when the three smallest schools listed above are added together, there were only 53 seniors in the class of 1968-69. This is just about one-half the minimum number recommended by the State Education Department for one school.

Sample School Follow Up

The data in Table 3 below record what happened to the class of 1967 of the four school systems included in this sample. When this group was in the 9th grade, 161 were enrolled. This table also records statewide data for the class of 1966.

TABLE 3

FOLLOW UP OF THE CLASS OF 1967 OF FOUR SCHOOL DISTRICTS[24] IN E.H.W.W. COMPARED WITH STATE DATA[25] FOR THE GRADUATING CLASS OF 1966

Current Activity	%Sample of E.H.W.W.	%for New York State
Attending 4-year college in New York State	21%	21%
Attending 4-year college outside New York State	5%	11%
Attending 2-year college	20%	18%
Attending other post-secondary institutions	4%	8%
Employment	14%	NA
Military	8%	NA
Dropouts	19%	NA
Other	9%	NA
Not entering post-secondary	50%	4[illegible]%

These data reveal that the four schools send fewer of their graduates on to post-secondary school education than the State average. The reader should also be aware that a sharp distinction exists between the four school systems in this regard. For example, Scroon Lake sent 64% on to some kind of post-secondary school program while Hague sent no one.

At the time of the visit by this research team (June, 1969), the E.H.W.W. BOCES had 16 itinerant teachers, five occupational education teachers, a Director of Vocational Education and a District Superintendent. This was the extent of the professional staff.

The shared professional services were in the following areas: school nurse (1), driver education (2), dental hygiene (3), art (3), elementary physical education (1), guidance (2), reading specialist (2), psychologist (1), and music (1).[26]

The year 1968-1969 was the first of the occupational education program. The Fall enrollment was as follows: auto mechanics, 44; cosmetology, 31; office practice, 27; conservation, 24; electrical occupations, 8; distributive and record keeping, 5. The total enrollment was 139.[27]

The construction of a $1,200,000 BOCES facility was approved by the voters in October, 1968. (A small percentage voted, but the favorable response of those who did was approximately five to one.) The new building is to house an expanded occupational education program, rooms for special education (not now offered by E.H.W.W.), a communications center consisting of an audio-visual aids library and an in-service training facility.

The plans to expand the occupational program when the new building is complete include curricula in building trades, secretarial practice and shorthand II, laboratory assistant, health services, resort services and automatic heating.

The E.H.W.W. BOCES has been helpful in arranging for school districts on the borders of the region to contract with other schools and other BOCES for shared services. For example, both the Warren County BOCES and the Franklin County BOCES provided services for E.H.W.W. districts during 1968-1969.

Higher Education

No collegiate institutions are located within the E.H.W.W. area. The North Country Community College (N.C.C.C.), which serves Essex County, is just over the county line in Franklin County. N.C.C.C. accepted its first students in the Fall of

1968. The 1967-68 school year was a planning period. The president was appointed in June of 1967.

The College is controlled jointly by the boards of supervisors of Essex and Franklin counties. It is located primarily in the former General Hospital of Saranac Lake. It also operates a practical nursing program 50 miles to the north in public school facilities of Malone, New York. In addition, the College occupies the former Saranac Lake Armory on Lake Flower. A search is underway to obtain a permanent location for the College in the Saranac Lake area.

The College has academic programs leading to the Associate in Arts degree and to the Associate in Science degree. There are options for concentration in the humanities, mathematics, business administration, social sciences and natural sciences. These programs were developed with a view to easy transfer to four-year colleges and universities. The College also offers career programs leading to the Associate in Applied Science degree. The curricula in this program are surprisingly varied in view of the fact that the College is new. The three broad areas of concentration are health related occupations, vocations associated with engineering, and business oriented occupations.

The College also operates certificate programs in secretarial studies and practical nursing. It has a continuing education program that hopes to be flexible enough to offer any courses requested by a reasonable number of citizens. A developmental education program exists for remedial skill subjects. There is an evening school and a summer session.

Forty-five faculty members (some part-time) and twenty administrators and staff were listed at the time of the field visit (1969). A nine-man Board of Trustees was functioning, and 10 Supervisors from Franklin and Essex counties were serving on the Community College Committee. Advisory committees in each of the following named areas were functioning: liberal arts & sciences, business administration, secretarial science, x=ray technology, practical nursing and laboratory technology.

The College hopes to emphasize health related programs. The immediate area is rich in medical research facilities. The Trudeau Institute (respiratory diseases), the Summit School for the Mentally Retarded, the Will Rogers Hospital, the O'Donnell Research Laboratories, and eventually, the Alton B. Jones Memorial Culluar Center all need highly skilled para-medical employees. The College wants to fill this local need and in so doing become one of the outstanding colleges in the State system in this field. (This seems particularly interesting, in view of the fact that N.C.C.C. has the smallest population base of any community college in the State.)

The other subject in which the College seems to have broad offerings is art. There is also an innovative effort, "Curriculum in Individual Studies." In this "program" the student selects his own curriculum without even considering College requirements. If a member of the faculty accepts the program developed by a student, the student may then be completely on his own academically.

The College has offered non-credit courses in conjunction with several public school systems, SUNY Plattsburgh, two medical facilities and the County Cooperative Extension Service. The Franklin County BOCES has cooperated closely with the College, but the contacts with E.H.W.W. have been limited. A formal agreement has been reached stating that the College and the BOCES would not duplicate services (as required by the State Education Department).

The State Education Department projects the enrollment and staffing of the College as follows:

TABLE 4

CREDIT COURSE STUDENTS & TEACHING STAFF - NORTH COUNTRY COMMUNITY COLLEGE[28]

Year	Credit Course Students			Teaching Staff-full-time equivalents in Instructional Departments
	Full-time (fall)	Part-time (fall)	Total (fall)	
1971-72	580	120	700	39
1975-76	900	250	1,150	61

Northeast Regional Supplementary Educational Center, Title III - Elementary and Secondary Education Act (ESEA), 1965

The Northeast Regional Supplementary Educational Center, NERSEC, joined the network of 16 regional centers in New York State in June of 1968. The history of this center is complex and discouraging. Three "false starts" were involved.

The original, highly ambitious purposes of the center are described in their own literature as follows:[29]

> --serving as a liaison center for all educational and cultural agencies, to facilitate planning, implementation, and communication of programs
> --publicizing effective local programs, and making local agencies aware of effective programs elsewhere
> --planning and designing programs to meet regional needs, and assisting local school districts in planning their programs

- --evaluating programs as they are developed and put into operation
- --accelerating the process of change and adaptation at all levels of education
- --coordinating local educational and cultural resources, to make most effective use of them for the population of the region
- --helping local educational, social and community agencies in the planning and preparation of project proposals designed for Federal or State funding.

The area served includes Clinton, Franklin and Essex counties, so that E.H.W.W. is only partially included. (Hamilton County is not included in any Title III Center; Warren and Washington counties are a part of the center to the south.)

The administrative-fiscal sponsorship for the center is the Clinton-Essex counties BOCES (includes the northern portion of Essex). The headquarters of the center is in Plattsburgh, the largest population concentration of the region. The city is located on the northeastern boundary of the area.

The Director of the center at the time of the field visit for this research (1969) outlined the following current activities of the NERSEC staff:

1. Surveying the educational needs of the region (now complete);

2. Providing trips to innovative schools particularly in Montreal,

3. Holding conferences on various topics (one recently held on school-community relations),

4. Making visitations to the approximately 80 school buildings in the three counties served,

5. Continuing an innovative project of the Plattsburgh schools in physical education (movement education),

6. Assisting the Museum Resources Center of the Clinton-Essex BOCES,

7. Assisting the learning disability center in Franklin County,

8. Cooperating with the Northeast New York Educational Television Association,

9. Conducting State-supported in-service education programs, e.g., State Administrators' Leadership Training (SALT).

10. Distributing Xerox copies of research and other reports requested by the component schools,

11. Publishing a newsletter,

12. Studying and, hopefully, finding the means for producing an instructional materials center, (Note the overlap with the hopes of the BOCES in this regard.)

13. Surveying the needs for a speech correction program,

14. Developing a program for emotionally disturbed children,

15. Finding the means for helping the "desperate" Roman Catholic schools of the region, and

16. Working with SUNY Plattsburgh to upgrade the in-service opportunities available for area teachers.

NERSEC has a board of directors similar to most of the other Title III Centers. School leaders, public and private, representatives of higher education and key laymen are involved. The group meets monthly.

Apparently, both in terms of the number and nature of the services rendered and of the numbers of people involved, Clinton and Franklin counties have benefited more to date from the center than has Essex County.

The center employs three professionals and two secretaries. This staff has ambitious plans for the future, but, of course, like all Title III Centers they are insecure regarding funding.

Other

The only other regional educational system that will be mentioned is the Roman Catholic network. The percentage of Roman Catholics in the total population is high throughout the North Country. The French Canadian influence is partly responsible.

The Roman Catholic schools are a part of the Ogdenburg diocese. As is the case in much of the rest of the country, most of these schools are in deep financial trouble. Apparently, there is only limited interaction with the public schools. (The names of the Roman Catholic elementary schools in Essex County and the private school enrollment were reported earlier, page).

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

The occupational program of E.H.W.W. is based, in part on the study, "Education for Work"[30] by Stoner-McLaughlin Associates. This publication was issued in 1964. It recommended four vocational centers for Clinton, Essex and Franklin counties. The suggestion of four centers was based, of course, on the great distances, rough topography and poor highways rather than on an appropriate population base. It was argued that even though all of the centers would probably always have small enrollments, it was necessary to have four to avoid excessive commutation. A center in central Clinton County was also planned, along with one in northern Franklin County, another in northwestern Essex County and one in southeastern Essex.

The specific courses that were recommended by this study are identified in Table 5 which follows:

TABLE 5

RECOMMENDED COURSES AND THEIR DISTRIBUTION IN THE CLINTON-ESSEX-FRANKLIN AREA[31]

Name of Course	Clinton County Central	Essex County		Franklin County North
		N.W.	S.E.	
Agriculture	X			X
Appliance Maintenance & Repair	X	X	X	
Auto Mechanics	X	X	X	X
Beauty Culture	X			X
Business Machine Operation	X		X	X
Business, Secretarial	X	X	X	X
Carpentry	X	X		X
Distributive Education	X			
Drafting	X			
Electrical Trade	X	X	X	X
Electronics	X			
Food Preparation & Service	X	X		X
General Industrial	X			
Instrumentation	X			
Laboratory Techniques	X			
Machine Tool Operations	X		X	X
Materials Control	X			
Painting & Paper Hanging			X	
Plumbing and Heating	X	X		X
Practical Nursing	X	X	X	X
Radio & Television Service	X	X		
Sheet Metal	X			
Show Manufacturing Operations				X
Tool and Die	X			
Welding	X	X	X	X

Refrigeration service will be offered as part of Appliance Maintenance and Repair.

Welding will be offered as part of Plumbing, Sheet Metal and Auto Mechanics Courses.

Not all of the recommendations of the study were followed, e.g., the center that was suggested for central Clinton was finally located on the eastern edge of the County; however, much of the work of this research was implemented. E.H.W.W. corresponds to the southeast Essex County BOCES that was recommended by Stoner & McLaughlin.

The Director of Occupational Education offered these objectives for the program:[32]

"Occupational education is the training of an individual so he or she may find employment in the field of their choice."

Some of the more specific goals of the program are to:

--increase the supply of skilled manpower,

--help individuals understand their interests, abilities and aptitudes,

--help individuals make wise occupational choices, and

--help make secondary education more relevant and meaningful, particularly for pupils with limited academic motivation.

Most of the school men interviewed in this study seemed to be quite supportive of the occupational program. One chief school officer, however, was hostile. He believes his school is too far away to make good use of the program. But, even if he were closer, he is opposed to an occupational program physically isolated from general education at the secondary school level. On the other hand, an administrator from another system that will be at least 50 minutes away from the BOCES center will probably send one half of his school's senior class to the occupational program next year. The chief school officer is quite enthusiastic.

Recommendations for new courses usually come from one or more of the chief school officers. On rare occasions someone from the community takes the initiative. The BOCES Board approves the new courses on the recommendation of the Director of Occupational Education. (All new programs must also be approved in Albany.)

No formal evaluation programs have been instituted as yet. Such efforts are anticipated in the near future. It should be remembered that 1968-69 was the first year for the occupational program. Specific and detailed behavioral objectives for each course have been developed. No overlap occurs with the programs of other agencies, although one source remarked that the secretarial programs of the Community College and of the BOCES were similar.

Questionnaires were sent to the five BOCES occupational education teachers, to the BOCES board members, to a sample of occupational education teachers from the component school districts, to a sample of board of education members from component school districts, to labor leaders and to major employers in an effort to ascertain the extent to which these people were involved in goal determination in occupational education. The meager return from this attempt was disappointing. For example, only one of the five BOCES occupational teachers and only one of nine BOCES board members responded. These potentially misleading results will not be reported. One can only guess about the reasons for the poor return.

There was a 38% return (8 out of 21) from the teachers of vocational subjects in the component schools. These teachers were almost totally uninvolved in the development of the BOCES occupational program. (This is generally true in all the BOCES examined in this research.)

Table 6 below compares the attitudes of vocational education teachers in the participating schools of the E.H.W.W. with those of all eight BOCES combined.

TABLE 6

ATTITUDES OF OCCUPATIONAL EDUCATION TEACHERS TOWARD VARIOUS ASPECTS OF AREA OCCUPATIONAL PROGRAMS

	Percent Positive		Percent Negative		Percent Neutral	
Topic	Median for 8 BOCES	Median for EHWW	Median for 8 BOCES	Median for EHWW	Median for 8 BOCES	Median for EHWW
1. Process through which Program was Initiated	27	38	20	38	53	25
2. Process of Organizing New Vocational Education Courses	20	25	21	50	59	25
3. Process of Evaluating Courses	9	13	14	25	76	62
4. Process of Coordinating Planning of Occupational Programs with Other Agencies	13	0	19	25	69	75

Based on these variables it is apparent that more dissatisfaction exists in E.H.W.W. than is typical in the other seven BOCES sampled in this study. On the other hand, the E.H.W.W. teachers have more positive feelings on three of the four factors. This apparent contradiction can be explained by the fact that E.H.W.W. teachers are less likely to be neutral than the average teacher of the eight BOCES.

The curricula of the occupational programs of the North Country Community College are apparently determined primarily by the faculty of the College. Likewise, determining the specific goals of the program and initiating new courses seem to be primarily the province of the College staff. Nevertheless, signs of a close rapport were apparent among College leaders and local employers and the advisory committees.

In Educational Technology

The Essex-Hamilton-Warren-Washington region has not been involved in educational technology up to this time (1970). As previously reported, when the building is complete, BOCES leaders plan to provide an audio-visual library and training facility. No evidence was uncovered that either the BOCES staff or other educators in the region have any more ambitious plans for the BOCES in this regard. Nor was any evidence uncovered indicating any other educative agencies in the region have goals in educational technology beyond those previously mentioned, i.e., NERSEC wants to develop an instructional materials center. North Country Community College is not involved in educational technology at the present time, but the president hopes to employ television at some point in the future.

In In-service Education

The BOCES has not been involved in in-service education and no plans seem to have been made in this area beyond the audio-visual facility mentioned above. Similarly N.C.C.C. does not anticipate any activity in this area. NERSEC hopes to become a major source of in-service opportunities (see above), but it has not had time to make much of an impact.

A questionnaire was sent to a random sample of teachers (17) in an effort to ascertain the degree to which they had been involved in goal determination in in-service education. They were also asked to record their opinions concerning the availability of in-service experiences and to indicate the source of the programs in which they had participated. A large percentage of these teachers responded (76%).

Their reactions follow in Table 7.

TABLE 7

COMPARISON OF BOCES AND E.H.W.W. TEACHERS AS TO PARTICIPATION AFFORDED IN VARIOUS ASPECTS OF IN-SERVICE TRAINING PROGRAMS (IN ROUNDED PERCENT)

Decision	%Great Participation 8 BOCES-E.H.W.W.		%Considerable Participation 8 BOCES-E.H.W.W.		%Moderate Participation 8 BOCES-E.H.W.W.		%Little Participation 8 BOCES-E.H.W.W.		%No Participation 8 BOCES-E.H.W.W
1. Deciding To Have the In-Service Program	3	0	7	14	9	42	8	0	73	43
2. Deciding Who Would Be Eligible To Participate	2	0	5	14	4	14	5	0	84	71
3. Selecting Course Content & Procedures	4	0	4	0	7	29	8	14	76	57
4. Choosing Staff	3	0	1	0	4	14	3	0	89	86
5. Planning for any Changes Necessary	2	0	2	0	4	0	7	29	84	71
6. Deciding Organizational Routines	2	0	3	14	5	29	6	14	85	43

TABLE 7 (cont.)

Decision	%Great Participation		%Considerable Participation		%Moderate Participation		%Little Participation		%No Participatior	
	8 BOCES	E.H.W.W.	8 BOCES	E.H.W.W.	8 BOCES	E.H.W.W.	8 BOCES	E.H.W.W.	8 BOCES	E.H.W.
7. Evaluating the Course	8	14	15	14	23	29	15	0	40	43
8. Suggesting Changes in Future Programs	5	14	8	14	22	14	18	14	48	42

Generally, E.H.W.W. teachers are like the rest of the BOCES teachers under study in this regard -- they are only minimumly involved in planning and executing their own in-service education opportunities. Similarly, the great majority of teachers of this region, like their colleagues in the other seven BOCES, are not unhappy over this fact. Approximately, a fifth of them did express some dissatisfaction, while the rest were pleased or neutral regarding the in-service opportunities.

The sample of E.H.W.W. teachers who responded said that about 85% of all in-service experiences they had enjoyed were sponsored by their local school district or by an area college (SUNY Plattsburgh, primarily). The other activities had been sponsored by a wide variety of agencies, but none of them were credited to the BOCES, to NERSEC or to a neighboring school district. (These findings appear to conflict with the goals of NERSEC as stated in section 2 above.)

In Other Areas

Several additional points ought to be made regarding goal determination in the E.H.W.W. BOCES.

First, although shared services seem to be on the wan in many intermediate districts in the State, such sharing is the major effort of E.H.W.W. Furthermore, until consolidation occurs to a larger extent than it has up to now in this area, this effort in shared services is likely to be continued. To document the importance of this type of service, one need only consider that the budget allocation in 1968 for the occupational program was more than $131,000, while the amount set aside for itinerant or shared "teachers" was over $319,000.

The BOCES has led in the creation of a single academic calendar for the region. Interviewees seem pleased with it.

There was disagreement among the people interviewed over the process by which shared services are obtained. One group of interviewees reported that all that was necessary was a request from one of the component school districts, while another segment claimed that requests were frequently unanswered on the grounds that qualified personnel were unavailable. Proponents of both positions agreed that the BOCES assumed little leadership in this regard -- they responded to local requests.

There appears, also, to be marked difference of opinion regarding the need for special education. As indicated earlier, the new BOCES building is to include facilities for mentally retarded youngsters. The promotion literature for the referendum mentioned having facilities for emotionally and physically handicapped children. However, most of the educators and laymen with whom this matter was discussed did not sense a sufficient need for special education. Two chief school officers quite specifically said that their districts would never make use of these facilities if they were available. This entire subject is further complicated by the fact that state education law is rather specific about the kinds of services and facilities that must be available for the atypical child. The North Country does not appear to comply with some of these regulations.

Throughout this discussion of the E.H.W.W. BOCES, the new building has been mentioned. The determination of the location of this facility is an interesting matter. The Port Henry area, the location eventually chosen, is near the population center of Essex County, but is on the extreme eastern edge of the district, approximately 18 miles east of the major north-south highway serving the region. In addition to the population centrality factor, the location was partly selected because the land was remarkably inexpensive for an area with sewers, electricity and all season access. Most of the people interviewed as a part of this research were quite willing to accept this decision even though it meant that some component districts would not use the new facility and that many districts faced long bus rides to the facility. The leadership on this decision seems to have come from area educators. If any serious challenges were made, they were not uncovered in this study.

BOCES has little enthusiasm for providing other services. Specific questions about BOCES playing a leadership role in the humanities, in the need to consolidate the tiny districts, in the provision of centralized recruiting and negotiations services, in making curriculum coordination services available, etc., etc., etc., were asked, but there were few "takers." The reactions of most of the educators included in the sample for the region are generally favorable to a "limited concept" of a BOCES. That is, the school leaders want a BOCES that does what they ask of it and nothing more. It appears that the BOCES staff is quite willing to accept this role.

4. INNOVATING AND INNOVATION

In Occupational Education

A new program, a new building, a new staff, State Education Department requirements for specific planning operations and the emphasis on change in the society at large -- all of these forces have made it necessary for the people in charge of the occupational program in E.H.W.W. to think about and plan for the future. Detailed recommendations and a five-year projection of them have been developed. To this extent one could argue that the occupational program is innovative. E.H.W.W. had no program in 1967-68; now one exists, along with a plan for systematically adding new curricula.

However, the courses being introduced do not seem to be innovative. The titles and descriptions of the offerings appear to be quite conventional. It seems appropriate to add that none of the sources used in this study of the eight BOCES seems to want their occupational education program to be "out in front." The E.H.W.W. BOCES program appears to be a reflection of those current needs for education in this area that are specifically requested primarily by local school leaders. At the Community College, there seems to be somewhat more interest in innovation. (See section 2.)

In Educational Technology

E.H.W.W. has not been involved in serving the region in educational technology. As stated earlier, both the Title III Center and the BOCES have indicated that they hope to provide some future help in this field.

Based on the Basic Education Data System (BEDS) data and interviews, the schools of the region do not appear to be innovative in terms of the use of educational technology. For example, none of the schools in the sample has had any experience with computer assisted instruction or closed circuit television. Telephone conversations with educators from private institutions support this pattern of limited contact with educational technology in the region.

In In-service Education

No evidence was uncovered of the existence of innovative in-service educational opportunities. Nor was any interest in them evident.

In sum, it seems fair to state that the educational institutions of the E.H.W.W. region are not innovative by New York State standards.

5. SYSTEM RELATIONS

The following factors appear to be significant in analyzing the coordination of educational resources in the E.H.W.W.

1. The chief school officers meet monthly. Attendance is regular. Attitudes towards these meetings are healthy. That is, the chief school officers interviewed report that

the meetings are generally productive sessions devoted to worthwhile subjects.

It should be noted in this regard that all of the districts except Ticonderoga are dependent. Apparently the District Superintendent spends a good bit of the time on non-BOCES matters at these meetings.

The Superintendent chairs these meetings and determines the agenda subject to the recommendations of the chief school officers.

2. The occupational program is administered by the Director of Occupational Education. Although the District Superintendent is ultimately responsible for the program, he appears to have delegated most of the responsibility. The Director works directly with area school people, attends the chief school officer meetings and participates in the BOCES Board Meetings. In short, he seems to have considerable autonomy.

3. The log that was kept of the communications of the District Superintendent reveals frequent direct informal contacts with a good many of the district principals. Most of these were telephone conversations and the substance was, typically, administrative affairs.

4. Frequent contacts with the State Education Department in Albany are also indicated in the log.

5. Advisory Councils exist for each of the occupational programs. BOCES administrators report that these groups are actively functioning.

6. The contacts between NERSEC and BOCES seem to be very limited. The District Superintendent is on the board of NERSEC but is not very active. Apparently, he does not attend the meetings of the board on a regular basis. One chief school officer who is nominally on NERSEC's board, told one interviewer that he did not know if there was a Title III regional center serving the area. On the other hand, a visit to every school building in the three-county area was being planned by NERSEC staffers.

7. Formal efforts to involve the BOCES teachers in policy making seem to be absent. There is no teacher's organization, no collective negotiations, and apparently little or no desire to change this situation. As indicated by Table 7, the teachers have not been involved to any significant degree in planning or evaluating in-service opportunities or occupational curricula.

8. Area educators seem, by and large, to be quite satisfied with the nine-man BOCES board.[33] The schools that do not have a representative on the board are invited to send a non-voting observer; two districts do so. Whether or not

a BOCES board member also ought to be a member of a local school board is a matter of considerable discussion. Some are and some are not at this time (1969). No one seems to question the fact that the population base is not now a significant factor in board representation. (Each of nine component distructs is represented regardless of pupil population, and the variation is great.)

9. Useful interactions exists among the school districts on the matter of transportation to the BOCES facility. For example, Hague transports children from Ticonderoga and Crown Point.

10. Most area educators believe that consolidation is inevitable, and a few of them are anxious for this to occur. However, direct communication on this vital subject is lacking. The situation is further complicated by much open resistance to centralization, both to specifics and, in some instances, to the general idea. Many school people seem to be waiting until the issue is forced upon them by the State. (Because of their unwillingness to combine, crowded schools have been refused State aid for building new facilities until they do so.) The school leaders are all aware of the various proposals for consolidation, but leadership and initiative to get the badly needed job done is seriously lacking. This appears to the writer to be an obvious first

priority for the District Superintendent.

11. No contact has been made with professional planners.

12. Specific school districts and a local industry are in direct and close contact. For example, the Ticonderoga school district and the International Paper Company seem to be cooperating on in-service opportunities for the Ticonderoga teachers. The company offers scholarships and sponsors workshops and contributes to an annual sum of money for this purpose.

13. The E.H.W.W. BOCES and the new North Country Community College have had little contact as yet.

To repeat, the writer believes that this BOCES is behaving pretty much as the people in the area want it to behave. It is moving ahead with shared services and is developing a modest occupational program. It also has some plans in the special education and instructional materials areas. However, the BOCES seems to lack the necessary vision and vigor to tackle the major problems of conservatism, parochialism and population sparcity. It is possible, of course, that the BOCES cannot move any faster and keep the constituent school districts with it, but so much needs to be done that an outside observer becomes very impatient. Yet, the BOCES seems to be the most likely agency in this area to provide the needed leadership.

FOOTNOTES TO CHAPTER VIII

ESSEX-HAMILTON-WARREN-WASHINGTON COUNTIES

[1] Geography of New York State, John H. Thompson, ed.(Syracuse University Press, 1966), p. 371.

[2] United States Bureau of the Census Report, 1960.

[3] New York State Business Fact Book, 1969 Supplement (New York State Department of Commerce, 1969), p. 9.

[4] Northern Area Business Fact Book (New York State Department of Commerce, 1967-68), p. 6.

[5] "Expenditures per Pupil in Weighted Average Daily Attendance, 1966-67" (New York State Education Department, 1968), p. 10.

[6] Ibid., p. 19.

[7] Northern Area Business Fact Book, 1967-68, p. 6.

[8] Ibid., p. 8.

[9] Ibid., p. 8.

[10] Commuting from County to County in New York State (New York State Department of Commerce, 1965), p. 42.

[11] New York State Business Fact Book (New York State Department of Commerce, 1967-68), p. 17. The six counties included are: Clinton, Essex, Franklin, Jefferson, Lewis and St. Lawrence.

[12] Ibid., p. 17.

[13] Ibid., p. 28.

[14] Ibid., p. 19.

[15] Ibid., p. 14.

[16] Ibid., p. 16.

[17] These medical research facilities are discussed briefly in the section on the North County Community College in Chapter II of this report.

[18] "Expenditures per Pupil in Weighted Average Daily Attendance, 1966-67," p. 39.

[19] Ibid., p. 39.

[20] New York State Statistical Yearbook, 1967 (New York State Division of the Budget, 1967), p. 190.

[21] E.H.W.W. BOCES Budget, Scroon Lake, New York, 1968.

[22] Survey of Nonpublic Schools, New York State, 1967-68 (New York State Education Department, 1968), p. 7.

[23] Basic Educational Data System, New York State Education Department, 1969.

[24] Ibid.

[25] A Study of the Plans of New York State High School Graduates, 1968 (New York State Education Department).

[26] E.H.W.W. BOCES data, Scroon Lake, New York, 1968.

[27] Ibid.

[28] Development Document of 1968 (State University of New York), p. 248.

[29] NERSEC document, Plattsburgh, New York, 1968.

[30] "Education for Work - A Summary Report on the Need Scope & Operation of Vocational Education in Clinton, Essex and Franklin Counties" (Stoner-McLaughlin, 1964).

[31] Ibid.

[32] "A Proposal for an Area Center of Education in the Port Henry, New York, Area, 1966."

[33] The President of the E.H.W.W. BOCES was not available during the time when the research team was in the area, nor did he respond to correspondence; this is the only case study with no input from the BOCES President.

CHAPTER VX

LEWIS REGION

The five school districts of Lewis County (Beaver River, Copenhagen, Harrisville, Lowville and South Lewis) participate in the services and programs provided by the Board of Cooperative Educational Services (BOCES) of the Sole Supervisory Districts of Lewis County. Also participating are the Adirondack Central School District (northern Oneida County) and the Town of Webb School at Old Forge.

1. BACKGROUND

Lewis County, located in the foothills and west of the Adirondacks, is to the east of Lake Ontario, north of Utica, and southeast of Watertown. It is an area of 1,293 square miles and the location of papermaking and allied industries, dairy farming, and a recreation industry. While the topography permits normal travel by roads much of the year, winter transportation is impeded by heavy snow falls and drifting that intermittently block even major arterials.

The County is served by major south-north highways that move traffic from Utica to Watertown and provide an easy connection with Oneida County to the south and Jefferson County to the northwest. Less adequate highways provide entry from Rome to the south and to the northeast and Adirondack regions. There are no major east-west roads. No airport exists within the County; Watertown and Utica afford the best departure points nearby. Railroads are largely in the freight business. Busses, trucks and private cars offer the means of transportation for most people and many goods.

The Lewis County population in 1960 was 23,249. From 1950 to 1960, Lewis showed a population growth of 3.2% (compared with a total State growth of 13.2%).[1] The estimated 1970 County population was 23,579. Thus, in a ten-year period, the population of Lewis was estimated to grow by only a matter of 348 individuals. During this same decade two of Lewis' neighbors, Jefferson and Oneida counties, were predicted to grow by 445 and 30,636 persons respectively.[2] The population density of the County (1960) was 18 per square mile contrasted with the average New York State density of 350.1 per square mile.[3]

Lewis County showed a net migration loss of 12.5% in the 1950-60 period.[4] During this period the State as a whole registered a 1.4% gain while counties with suburban development showed gains of from 35% to 68%.[5] The median age level in Lewis in 1960 was 27 years compared with the State median of 33.1 years.[6] The median education level, 9.9 years of school, can be contrasted with the State median of 10.7.[7] Census data of 1960 showed Lewis to have only 19 residents who were classified as non-white.[8]

Daily movement to work in Lewis (1960) involved 950 persons (out of an employed population of 7,900) moving out of the County and 325 persons commuting into the County. Residents commuting went largely to Jefferson, Oneida and St. Lawrence counties.[9]

Lewis had (1963) a labor force in manufacturing of 1,883 persons working in 52 establishments that added over $15,000,000 in value annually. Major employers included The Gould Paper Company (Lyons Falls), American Machine and Foundary, National Dairy Products (both in Lowville), and Beaverite, Uniroyal and J. P. Lewis (all in Beaver Falls). Paper and other wood products are the chief manufacturing outputs.[10]

In 1963 the 234 retail establishments had a total annual sales of over $22,000,000. Lowville had the highest per capita sales of any community of over 2,500 population in the six-county North Country area. Twelve wholesale establishments in the County showed an annual total of over $14,000,000 in sales.[11]

Lewis County ranked first in 1960 among New York State counties in percent of population classified as rural-farm.[12]

In 1964 there were 1,094 farming enterprises, of which 833 were dairy farms. The County has a total sales of all farm produce of $14,663,000.[13] Despite its rural farm character, Lewis ranked well below neighboring Jefferson and St. Lawrence counties in total annual value of dairy products sold.[14]

The median annual family income (1959) was $4,760, putting Lewis near the bottom of all the counties in the State (54th out of 57).[15]

The recreation industry may have a significant impact on Lewis County life and the economy in the near future. In the Snow Ridge Ski Area, ski resorts are attracting growing numbers of visitors with an accompanying growth in the motel and other services trades. Hunting, fishing and camping are other recreational attractions. As of 1968, the recreation industry was not a dominant influence but showed signs of rapid development.

In 1965, the County levied $3,246,000 in property taxes on a full property valuation of $82,177,000. Its tax rate of 4% on full value compares with the average of 3.35% for the six northern counties.[16]

The County had 57 hospital beds (1965), eleven doctors, four dentists (1967), and twenty lawyers (1966).[17] Interviewees stressed that there was a shortage of physicians and dentists, an especially critical situation in the winter months when transportation to nearby cities is sometimes hazardous.

The Lewis County seat is Lowville, a community of 3,616 (1960).[18] The County has no planning staff and no viable machinery for over-all county planning. The Office of Planning Coordination classifies Lewis as part of the Black River-St. Lawrence Region including also the counties of Jefferson, St. Lawrence and Franklin. Planning for area vocational education was done on a tri-county basis (Lewis, St. Lawrence, Jefferson). Comprehensive health planning for the County is proceeding under terms of Federal Law 89-749.

Among the 57 counties of New York State, Lewis ranked (1960) 53rd in total population and 46th in rate of population increase since 1950. It ranked fourth in percent of population classified as rural, 56th in rate of net in-migration since 1950, and 53rd in geographic mobility during the 1950-60 decade.[19] Among the six northern counties (Jefferson, Franklin, Clinton, St. Lawrence, Essex, Lewis), Lewis County was fifth in value added by manufacturers (1963) and last in amount of taxes raised on real property (1965).[20]

2. EDUCATION IN THE REGION

General Background

The total public school enrollment in Lewis (Fall of 1968) was 6,823. The Adirondack Central District (Oneida), which uses the Lewis BOCES, had a 1968 enrollment of 2,082. The participating Town of Webb school (Herkimer County) had an enrollment of 453. Thus the BOCES serves a total pupil population of 9,358. It is interesting to note that in all of the K-12 districts involved, twelfth grade enrollments (Beaver River-110, Copenhagen-45, Harrisville-45, Lowville-156, South Lewis-122, Adirondack-131) are below or not far above levels recommended by authorities as minimums for educational opportunity and efficiency. The five school districts within Lewis County employed in 1968 a total of 400 full-time professional personnel. The Adirondack Central District (participating) had a total of 128 professional personnel.[21]

The Lewis 1968 public school enrollments of 6,823 can be compared with the enrollments of neighboring counties; St. Lawrence with 26,829, Jefferson with 21,436, and Oneida with 59,310.[22]

All of the five school districts in Lewis and the Adirondack district were (1968) central school districts.

In 1966-67, per pupil in Weighted Average Daily Attendance (WADA), Lewis County had $4,448 of assessed property value and $11,853 of full property value, with a property tax of $178.81 behind each pupil. Within the counties of the northern region of the State, Lewis ranked lowest in property tax receipts per pupil. In terms of ability to finance services, however, Lewis has been characterized as possessing low ability but nevertheless taxing in the upper ranges.[23]

Two eight-grade Roman Catholic schools are operated in Lewis County, one in Croghan and the other in Lowville. In 1968-69 these schools had a total staff of 19 and a total pupil enrollment of 424.[24]

Lewis County has no two-year or four-year colleges. Students go away to college, attending Syracuse and St. Lawrence universities, Utica and Clarkson colleges, or SUNY Potsdam and the Jefferson County Community College at Watertown, or institutions farther away.

Interviews were made in four selected school districts, Harrisville, South Lewis, Lowville and Beaver River. Tables 1 and 2, following, present data on enrollments and staffing for these four districts.

TABLE 1

ENROLLMENTS IN FOUR SELECTED SCHOOL DISTRICTS IN LEWIS COUNTY, 1968[25]

District	Elementary	Secondary	Total
Harrisville	382	272	654
South Lewis	1,101	819	1,920
Lowville	1,078	1,052	2,130
Beaver River	688	656	1,344

TABLE 2

PROFESSIONAL STAFF IN FOUR SELECTED SCHOOL DISTRICTS IN LEWIS COUNTY, 1968[26]

District	Principals	Assistant Principals	Classroom Teachers	Other	Total
Harrisville	2	1	32	0	35
South Lewis	1	1	96	12	111
Lowville	2	1	103	13	119
Beaver River	1	2	68	9	80

The four districts had a combined twelfth grade enrollment (1967) of 381 and a combined ninth grade enrollment (1968) of 405. A post-graduation distribution of the twelfth grade group follows:

TABLE 3

POST-GRADUATION DISTRIBUTION OF TWELFTH GRADE STUDENTS OF FOUR LEWIS COUNTY SCHOOL DISTRICTS, 1967[27]

	Number
Four-Year Colleges in New York State	81
Four-Year Colleges Outside New York State	13
Two-Year Colleges in New York State	75
Two-Year Colleges Outside New York State	4
Other Post-Secondary	34
Employment	90
Military Service	33
Other	51
Total	381

Fifty-four percent of the twelfth grade groups in four school districts went on to post-secondary school experiences with most of them going to colleges.

The four school districts reported (1968) amongst them all a total of thirteen science classroom-laboratories, no specifically identified science laboratories, six language laboratories, three office practice rooms, four agricultural rooms (though there is a BOCES occupational center), three special classrooms, twelve school library areas and no vocational shop rooms.

All schools reported having attendance, psychological, counseling, health and corrective reading services (some of these through BOCES). Three districts reported having corrective speech services; none claimed social work service.[28]

Because the Copenhagen Central School District was the only one in Lewis County where interviews were not held, limited data will be reported on this district. It had in 1968 a total pupil enrollment of 804 and a total professional staff of 51.[29]

Regional Educational Services

The Lewis County BOCES had as of 1968 been in existence in one form or another for 18 years. In a region where schools were small and unable to provide specialized services, the BOCES had as its first mission the provision of shared services through itinerant teachers. The importance of the shared services function is now diminishing as individual school districts become large enough to meet their own obligations.[30] The 1968-69 staff directory lists 16 shared positions in art, dental hygiene, driver education, elementary supervision, guidance, language arts, music, nurse-teaching, physical education, psychology, speech therapy and vocational agriculture.[31]

The BOCES headquarters is in Lyons Falls. There were three general administrators (1968-69): the Executive Officer (who was also District Superintendent); the Project Coordinator and Director, Title I; and the Audio-Visual Director. A BOCES Board of Education consisted of five members (1968), with two elected at large, (both from the newer South Lewis District, which was not officially represented on the Board) and three members representing three of the other component districts.

The BOCES operates an area occupational center. In 1968, the major home for this center was in a temporary location in Lowville, with other programs offered in a variety of places. A referendum to purchase a site and build a building was approved by the voters (May, 1969) by a margin of approximately 3.5 "yes" to 1 "no". The center building, to cost an estimated $1,600,000, will be located on a major highway, Route 12, about halfway between Lyons Falls and Lowville. This is a reasonably central location and on a good through road. Harrisville district, which is especially removed from the site, will send its occupational students to the St. Lawrence BOCES district. The Lewis center will provide space for data processing, administration, special education and instructional services as well as occupational education.

Programs offered by the area occupational center are shown in Table 4. The occupational staff in 1968 consisted of a director, a counselor and fifteen instructors.

TABLE 4

LEWIS COUNTY BOCES OCCUPATIONAL CENTER
COURSES AND ENROLLMENTS 1968-69[32]

	October 1, 1968	June 15, 1969
Agricultural Mechanization	23	22
Auto Body Repair	16	15
Auto Mechanics	33	31
Beauty Culture	31	30
Carpentry	14	14
Conservation	26	26
Data Processing	29	28
Farm Production and Management	14	14
Food Preparation and Service	33	33
Heating and Refrigeration	16	16
Machine Shop	29	29
Office Parctice	39	38
Practical Nursing	15	15
Vocational Stenography	19	19
TOTAL	337	330

In 1968 the BOCES conducted six classes for the trainable and the physically handicapped. These were held in the building of component school districts. Six special education teachers were employed by BOCES. Discussion has taken place on the need for classes for the emotionally disturbed.

The BOCES maintains the Learning and Resource Center (Lyons Falls) supported in large measure by Title I funds allocated by the participating school districts to this function. Thus small school districts pool their Title I money in order to undertake a major effort. The Center staff consists of two administrators, a reading coordinator, two graphic arts specialist (one a specialist in video-tapes), a film repairer and a materials coordinator. As the occupational titles suggest, the Center offers services in reading, audio-visual instruction and instructional materials.

The data processing department of the BOCES located in Lowville (in facilities of the Lowville school) in 1968-69 offered services in taxes, grade reports, attendance, census scheduling, payroll and distribution of Learning Center films and graphics. The staff consisted of a director and two machine operators. Consideration was being given to an expansion of services and an increased use of equipment for instructional purposes.

A picture of the relative balance of BOCES services, and the weighing of each, can be obtained by examining the 1969-70 proposed budget. In that document, a total of \$1,017,911 was projected: \$376,300 was to go to occupational education; \$94,900 to special education; and \$180,000 to itinerant teaching. Data processing was estimated to spend \$49,030, and audio-visual services to come to \$53,606. Administrative costs and debt service (on new building) accounted for most of the rest.[33]

The Ontario East Supplementary Education Center (Elementary and Secondary Education Act (ESEA), 1965 - Title III) was established in the Fall of 1968 to serve Franklin, Lewis, Jefferson and St. Lawrence counties, an area of 7,000 square miles.[34] In the brief span of its existence (as of May, 1969), the Title III Center had done rather little to serve Lewis County teachers and schools. This was a fact agreed to by both an administrator of the Center and Lewis County school men interviewed. The Center works from two offices, Potsdam and Watertown, with the Watertown office being responsible for work in Lewis.

As of Spring, 1969, the Center had made surveys of educational resources and needs in the region, including Lewis, had sponsored conferences (one on "selling" bond issues, for example,) and had disseminated research reports. The Center administrator had visited widely in Lewis County and reported (1969) initial steps in some projects with Lewis schools.*

While such institutions as the Jefferson Community College and St. Lawrence University have a regional influence, they, like Syracuse University and Utica College, serve a region much broader than Lewis County. In fact it has been the BOCES and individual school districts that have taken the leadership through the collegiate institutions in providing summer study for teachers and other professionals. For three summers such a program has been conducted by the BOCES under the auspices of St. Lawrence University.

In a region of the nature of Lewis, the Cooperative Extension Service has, of course, been of considerable significance as an educative agency. There are other regional agencies of a non-school character. Nonetheless, it is evident that the BOCES is the primary regional educational agency for Lewis County.

---

*A February, 1970, informal report indicates that the Center had still not "come up with any significant changes which have benefited the schools" in Lewis County.

3. GOAL SETTING AND ACHIEVEMENT

In Occupational Education

The basis for goal setting was the "Vocational Education Study, Tri-County Area, St. Lawrence-Jefferson-Lewis Counties of New York," conducted by Stoner-McLaughlin Associates for the survey committees of St. Lawrence, Jefferson and Lewis counties.[35] The study, reported to the region in February of 1964, provided for goal setting in the pragmatic way usual in these circumstances. Using the views of a wide number of citizens and surveys of employers, employees, teachers, parents and students, the report identified courses to be offered and suggested sites for occupational centers. It was proposed that Lewis have an area center serving six schools. The center's capacity would be 520 students at any one time and it would serve a total (in shifts) of 1194 students. Another basis for goal setting was the previous experience of the Lewis County BOCES with Vocational Industrial Cooperative Programs (VICP) at Lowville and Beaver River.

Persons interviewed in 1969 saw the goals as 1) preparing youngsters for the world of work and 2) meeting the employment needs of the region. It is explicitly recognized that graduates will go out to work in the broader region of the North Country because of the limited employment possibilities in Lewis County. One interviewee pointed out that the program is really designed to help County young people to cope with occupational careers; service to employers in Lewis is not a major goal. Though not an explicit goal, it was suggested by some that an implicit goal of the program is to "hold kids in school" who would otherwise leave before graduation.

While approving of program goals, administrators in the northern sector of the County pointed out that the new Occupational Center will be south of Lowville and, therefore, difficult for students from their districts to reach. Harrisville has historically chosen to use the St. Lawrence County center because of its nearness.

The current administrator of the Lewis occupational center has modified the goals set in the original five-year projection growing out of the area study cited previously. He did this on the basis of reactions obtained from a sample of the 250 tenth graders in the BOCES region and consultations with guidance people. He characterizes the program goals and program as basically conservative, drawn from the standard areas of study, but also designed to try to meet special North Country needs.

Specific goal setting and achievement procedures included these:

1) After conferring with counselors and on the basis of requests, the Center worked with the State Education Department to set up a program in practical nursing. The program was agreed to by the BOCES Board, and the State Education Department. Funding was provided by member schools; staffing was obtained. The program is currently operational.

2) A carpentry course was initiated (enrolling 20 students in 1969) after the tenth grade survey and counselor reactions indicated it should be. So far (1969) it had been impossible to get a full working advisory committee to take the time needed to help in goal setting and evaluation.

3) A less successful example was the attempt to set up a work study program. Employers were not contacted on the theory that internal funding must be insured first. But funding from school districts was not forthcoming; hence the program had not yet come into being (1969).

It appears that in making program changes, revisions and evaluations, the occupational director takes an initiating role, working closely with counselors in the respective schools. Evaluation is based largely on the criteria of enrollment (will the course "sell") and success in placement. As far as could be ascertained, long-range changes in the world of work were not being studied in the evaluation process.

An examination of course outlines of two of the center's courses -- conservation and agricultural mechanization service -- shows that these courses include a specific set of objectives expressed in terms of necessary job skills and competencies.

Based on a sample of questionnaires returned, goal determination in occupational education has been made within a narrow range of individuals, probably largely professional school people. Eighty-six percent of the small number of BOCES occupational teachers responding to the questionnaire stated that they had had no involvement in the decision to instigate area occupational programs. More difficult to understand, 86% reported no involvement in determining types of vocational courses to be offered, and 71% claimed no involvement in efforts to coordinate or integrate BOCES programs with those of other schools and agencies. Eleven occupational teachers in individual schools participating in BOCES reported a similar lack of involvement in occupational decision making for the BOCES. Of this latter group, almost

37% reported moderate to heavy participation in making the initial decision to have a BOCES program -- this was the only area of goal setting in which any appreciable number were involved.

One of the most interesting findings of the questionnaire on this subject was: of the BOCES occupational teachers responding, only 14% reported being heavily or considerably involved in evaluating vocational programs.

Table 5 will present reported opinions of five of these groups about aspects of area occupational programs.

TABLE 5

REPORTED OPINION OF BOCES EMPLOYERS, LOCAL OCCUPATIONAL TEACHERS, BOCES OCCUPATIONAL TEACHERS, BOCES BOARD MEMBERS, AND LOCAL SCHOOL BOARD MEMBERS IN LEWIS COUNTY TOWARD VARIOUS ASPECTS OF AREA OCCUPATIONAL PROGRAMS

	*Positive	Negative	Neutral
1. Process Through Which Program was Initiated	39.57%	18.00%	42.43-100%
2. Process of Organizing New Vocational Courses	31.17%	21.73%	47.10-100%
3. Process of Evaluating Courses	33.16%	17.66%	49.18-100%
4. Process of Coordinating Planning of Occupational Programs with Other Agencies	20.69%	4.68%	71.78-97.15%

*Figures are the average opinion (in percents) of the five reporting groups.

In summary, one gets a picture of goal setting on the basis of original projections but with modifications to meet expressed needs, of a generally conservative set of goals designed to equip youngsters with basic occupational skills, and of both goal setting and evaluation carried on informally and involving a rather narrow range of persons -- with these largely in the counseling and administrative positions. Views of the processes used in the program vary from positive to negative to neutral, depending upon the group concerned.

In Educational Technology

Data processing started modestly in 1964 with one employee and one service -- the census. It has since grown to offer several other services (see p. 446) to the five Lewis districts, and Adirondack, Indian River, Alexandria Bay and LaFargeville.

Goal setting for data processing appears to be an informal process. Programs are initiated or expanded if school districts so request and if the Center director has the staff and equipment to meet a request. School districts seem to be ambitious in goals for the Center but not willing to supply the necessary funding. As far as can be determined, goals are established by a rather narrow group, including BOCES and individual district administrators.

Interviews revealed a rather general approval of the way in which the data processing service has been operated and with its results. There are, however, complaints about costs, and a general view prevails that this service demands a population greater than that of Lewis County, even with its additional customers mentioned above. The services are largely evaluated by the director and in terms of how well the clients are served and satisfied.

Lewis County attempted to get a Title III Center for its own use, but was turned down as being too small in area and population. (The Ontario East Title III Center (see p. 447) serves a much broader region.) The County already had the Learning and Resource Center, which had originated in a Kellogg Foundation project. The facilities of this Center and its expanded programs were made possible by a Lewis County decision to pool Title I funds in a common effort. The Center in 1969 collected and distributed films and other instructional materials, conducted a program of utilization of audio-visuals and instructional materials, made, transcribed and distributed video tapes, produced graphics for instructional use, and conducted a reading clinic.

The explicit goals of the Center are to carry out these tasks, some of which can be characterized as educational technology. The Center is especially proud of its work in video tapes, a service for which all of the participating schools are equipped to use and do use (see p.461). But an important implicit goal comes out of conversations with Center administrators and with others in the region. This is the goal of helping small school districts with few or no supervisory specialists to innovate and provide more effective instruction for youngsters.

Goal setting and evaluation of goal achievement is done informally and largely by the Center staff on its own initiative, on the initiative of the BOCES administrator, or on the basis of requests. The Center works with coordinators in each of the participating schools; the latter are, however, asked to do this work on top of fairly heavy regular loads.

Some persons interviewed suggested that the Center, a creation of Title I funds, represents an efficient way to use such funds but will last no longer than these funds persist. By no means, however, is this the view of the BOCES administration. The latter believes it to be both necessary and feasible to keep the Center on a permanent basis.

Interviews with individual district administrators did not bring forth any particular goals or process of goal setting in the area of educational technology other than that involving the BOCES operations.

In In-service Education

In 1969 the BOCES had had three years of experience in offering in-service courses for the County teaching staffs. The BOCES provided the instructors and largely determined the curricula. St. Lawrence University is reported to have assumed general supervision and awarded credit for those completing the work. Courses are offered in summers and during the school year. Testing and evaluation, curriculum construction and reading instruction have been subjects offered. Goal setting for this in-service program seems to have been informal, largely in the hands of BOCES administrators, but in consultation with administrators of participating schools.

Seventy-five percent of a rather small group of teachers participating in in-service programs, replying to a questionnaire, stated that they had had no part in deciding to have such a program, in choosing staff, in planning for any necessary changes, in evaluating the program, or in suggesting changes in future programs. Sixty-two percent reported having no part in selecting course content and procedures or in deciding organizational routines. Some teachers indicated having a part in selecting course content and procedures, and some reported having a small part in certain other decisions. While the sample was small, its findings support the impressions of the observer that relatively few people took part in goal setting and evaluation in in-service education.

4. INNOVATING AND INNOVATION

In Occupational Education

Lewis County was quite early in establishing cooperative programs in occupational education, and the BOCES subsequently moved aggressively to build an area program. The program has expanded and is meeting projected enrollment goals. A new physical facility, now being established, will help provide a setting for expansion and experimentation.

There is no evidence, however, to characterize the occupational education program as innovative. Interviewees characterize it as sound in conception, well-instructed and well-led, and in tune with short-range employment needs in the northern region. In general, though, the program is very much like those of other area occupational centers around the State. The Lewis County Occupational Center offers courses in agricultural mechanization, conservation and forestry, and farm production and management; yet in a farming region and given new state-wide goals in the occupational education field, these are not in themselves especially innovative. The Center's administrators and staff appear to be alert to immediate area needs; work in carpentry and resort service occupations attest to this. There have been efforts to build a young farmer program and to institute a work study program. Lewis County must be given high marks in its efforts to mount a good, solid program centered on students' needs and short-range North Country employment possibilities, but this program is not of an especially innovative sort.

From interviewees and knowledgeable citizens replying to a request for information and opinions about the BOCES, there was a very heavy favorable reaction to the Occupational Center programs. In general, respondents stressed the values of the program to young people and to the economy of the area. No one characterized the program an innovative.

Innovation in occupational education is inhibited by the small population, lack of supervisory and specialist staffing, and limited financial basis on which public education must operate in the region. Another limitation is the fact that programs in agriculture are operated in some of the school districts, thus limiting input of students to the Occupational Center. With a light industrial and business base in the County, the occupation program must place students in jobs throughout the entire northern region if they are to be employed in work for which prepared; this situation means less of a chance for the Center and local businesses and industries to experiment with new ideas and practices.

On the positive side, occupational education is widely perceived as essential to the welfare of students, and the County is judged by observers to be satisfactory in performance. It is, therefore, in a favorable position to experiment -- but has done little experimenting.

In Educational Technology

The BOCES Learning and Resource Center at Lyons Falls is a prime mover in the County in the application of technology to instruction. In a sparsely populated and not wealthy area where school districts lack both funds and staffing to do significant work of an innovative sort, the Center has had a marked influence on education in the County. Between 1967 and 1969, the Center produced and made available to schools 699 video tapes.[36] Of this number, 41 were live productions and 280 were off-air programs adapted for classroom use. Because State Education Department tapes have to be redubbed to use on equipment available in the County, a major production effort went into converting 378 of these tapes. The Center staff sees to the distribution of video tapes, films (from the Center collection), and graphics. Data processing helps by monitoring this distribution. Staff members work with teachers in use of video tapes. Schools are equipped to use this technological tool, and a growing number of teachers are reported to be doing so.

The four school districts in which interviews were held are involved in uses of educational technology. In reporting on technological uses (1968), all four indicated use of video tapes, films, filmstrips, slides and other graphic arts -- this usage was at least partially the result of having the Learning and Resource Center. Two of the four schools reported use of open circuit television, one used closed circuit television, three used programmed learning materials, and one reported use of computer aided instruction.

The Title III Center was such a recent development (May, 1969) that it had made no impact on Lewis County in terms of educational technology. The BOCES data processing services, sound as they seem to be, are not especially innovative unless one considers it bold to have such service in such a lightly populated region.

In In-service Education

Academic year and summer in-service programs sponsored by the BOCES have been innovative in the sense that a county with a small total professional staff has chosen to meet its own staff development needs in a pooled or cooperative way. The resources and staff of the BOCES Learning and Resource Center have contributed to these in-service courses. While the content of courses has been conventional, the approach and sponsorship have been unusually innovative.

Two in-service projects of an especially innovative sort are described in the publications, Mobilizing A Rural Community for Mental Health and Born For Joy.[37] The first describes an imaginative county-wide development, lasting from 1959 to 1963, culminating in the establishment of a continuing program for mental health. Many teachers and administrators were involved in the steps of this program. The venture was predicated on the idea that the schools and teachers were an integral part of a community's mental health program.

The second publication details a 1966 summer program for educationally deprived children. The program involved 90 youngsters and 10 teachers and a larger group of teachers as students. A number of projects and field trips were introduced, and teachers could study the youngsters' programs and progress. A careful evaluation was made. The BOCES sponsored the program, and Title I funds supported it. To the observer this seems to be an almost ideal way in which to have in-service staff development.

It is difficult to reconcile the statements of a small sample of teachers that they had little involvement in their more recent in-service experiences, beyond that of students. It is possible that the sample was so small as to be insufficiently representative.

Any accounting for innovative behavior in Lewis must record the fact, frequently attested to by school men and citizens, that this County has profited from the leadership of three successive district superintendents, each reputed to have an imaginative concept of what educational regionalism can mean to a small rural community. Present too, in the latter stages prior to this study (1969), was a Title I director reported to be equally imaginative.

5. SYSTEM RELATIONS

In Occupational Education

In selecting courses and students and in setting directions, the BOCES administration apparently works closely with school district administrators. An attempt is made to select and use craft or program advisory committees; the director reports that sometimes this succeeds and sometimes it does not -- he is interested in getting knowledgeable and high status people on these committees whether or not they are in the particular occupational fields. There is evidence, previously cited, to show that board members, occupational teachers and employers have a very limited role in goal setting and evaluation. Placement is handled by compiling a list of openings available in the North Country. Plans were underway (1969) to keep in touch with graduates and to institute follow-up procedures. Communications and feedback in 1969 were informal and chiefly within the educational administrative group, with some inputs from a limited number of employers and knowledgeable citizens.

The decision to place the BOCES center (including occupational education) at the new site between Lyons Falls and Lowville creates a risk of alienating the distant districts of Beaver River and Harrisville. Though the latter district sends its occupational students to the St. Lawrence center, the new Lewis center seems located to meet the needs of the Adirondack district (not in Lewis County) more than these northern Lewis districts. It may well be that this is a first step in creating a new BOCES unit that will disregard county boundaries and serve a population concentration.

In Educational Technology

Data processing is carried out at the request of the individual districts, and services have been expanded as a result of contacts between BOCES and district administrators. Generally communications seem to be informal and regular in the matter of determining services and costs. The host Lowville district seems pleased with its role, and the chief school administrator stated (1969) that he will be sorry to see the service moved.

There are indications, however, of less than completely satisfactory system relations. Some administrators complain of the costs of the data processing services. The director pointed out that there is a tendency for the administrators to ask for services without being willing to fund these. The BOCES executive indicated that returns of data to schools via ground transportation was a problem and cause of complaints. One wonders why a compact and familiar group had not been able to work out these problems.

The Learning and Resource Center is in many ways an admirable operation -- innovative and efficient, praised by citizens and school people alike. But it is also, quite obviously, a "one way street" in a system relations sense. Center specialists perform many services and engage in in-service education. They know what they are about, keep track of distributions (via data processing in part), and strive to educate administrators especially in the importance of educational technology. It is doubtful that district administrators and key board members are feeding back inputs to help with direction and change. One gets the feeling from interviews that many school men and citizens see the Center's work as "very fine" but a "frosting on the cake" and impermanent. Some doubt its value and some seem to know little about it. The Center director (1969) explains this in part as due to the meager staffing of small districts which prohibits employments of special counterparts to the Center's specialists.

In In-service Education

Whatever in-service education is accomplished within the County is largely done by the BOCES and through the staff of the Learning and Resource Center. Evidence cited earlier seems to suggest that teachers participate chiefly as students without much part in planning for the experiences or evaluating them. The central BOCES administrative staff seems to do the planning, organizing and follow-up. The communications log of the BOCES executive officer for five days in May of 1969 indicates considerable time being used in the setting up of in-service experiences. A seemingly viable relationship with St. Lawrence University is evident. Though it might be desirable to have teachers more involved in planning and evaluation, the evidence shows an apparently smooth and successful operation in a small county lacking in collegiate institutions and other resources.

Other

Facilitation of effective system relations in Lewis County has been due to the willingness of district administrators and boards to commit themselves to BOCES cooperative programs and then back these (though there are some exceptions to this situation). Also important has been the strong and cohesive school boards association in the County. Formal communications between BOCES board and district boards assume less importance in a small and sparsely populated region where school board members know each other and meet frequently in official and other settings. Also facilitating good system relations have been the economic incentives in the form of State assistance to cooperative ventures. Neither in occupational nor special education could the districts have "gone it alone" effectively, and the Learning and Resource Center was only made possible by a pooling of Title I funds. Finally, and stated earlier, Lewis County has a history of leadership for cooperative educational ventures and a tangible pride in this history.

Coordination of educational resources and cooperation are hindered by some of the very forces that also facilitate such sharing and coordinating. In the individual school districts there are parochial tendencies in the public (shared sometimes by the administrators) which block BOCES efforts. The school boards seem more ready to participate in shared services and pooled resources -- perhaps they are the economic realists. Again and again the observer was reminded that small school districts lack the supervisory and specialist personnel to serve as counterparts to BOCES specialists. The absence of a community college is a serious block to regional educational development; the college at Watertown takes students from Lewis but it was not otherwise (1969) a significant force in Lewis County.

Serious questions can be raised about this County as a unit for educational planning. Is it too small to have a BOCES? Do present BOCES boundaries make sense? And, if Lewis is considered to be a part of a more general northern region (as it is for general planning purposes), can the County population receive full advantage from services provided by agencies located at a distance?

Interviews with the BOCES executive officer and others, and review of the executive's communications log show that in this region the dual roles of district superintendent and BOCES administrator do not seem to pose conflict. In fact, the incumbent seems to blend the two roles easily and to make each role support the other. Of the Lewis school districts, perhaps only one is sufficiently small to need much help from a district superintendent; and all the districts are essentially, if not technically, independent. Yet the county administrator seems to work easily with the district administrators in the leadership role of superintendent and in the other capacity as BOCES director.

In response to an invitation to comment on the BOCES in a questionnaire submitted to 20 Lewis County citizens selected on a reputational or occupational basis, 12 individuals wrote back informative and helpful letters. Ten of these citizens were familiar with BOCES purposes, organizations or operations and some of them were closely related to one or more aspects of the BOCES. Almost uniformly these respondents were supportive of the BOCES and of the view that occupational and special education programs and the Learning and Resource Center were valuable to children and to the County. The number of responses and the well-informed character of the letters speaks eloquently to the effectiveness of the BOCES in Lewis County.

On the other hand, cooperation of educational and other agencies in county planning is not conspicuous in any formal sense. There are few county planning endeavors of a permanent sort (both health and mental health planning have been special initiatory efforts). Despite the lack of evidence of permanent planning involving education, it is quite plain that in health, mental health, agricultural and other planning, educational units and personnel are involved informally or formally. If the Title III Center survives in the North Country, it may become a center for regional educational planning and program development.

Finally, a word should be said of the vision of educators in Lewis County. Time and time again, administrators spoke of their plans for an extension of regionalism--the need for regional high schools, of a community college, of a practical nursing school, of more pooling of technology, and of expanded special education services. A single educational district with a single taxing base and authority has been seriously discussed. The region may be too poor to accomplish these goals without much outside support, but both vision and will in the leadership are present.

FOOTNOTES TO CHAPTER IX

LEWIS COUNTY

[1] The People of Lewis County, New York, Trends in Human Resources and Their Characteristics, 1900-1960 (Department of Rural Sociology, New York State College of Agriculture, Cornell University, Ithaca, New York, 1963).

[2] Demographic Projections for New York State Counties to 2020 A.D. (State of New York, Office of Planning Coordination, Albany, New York, 1968).

[3] New York State Statistical Yearbook, 1968-69 (New York State, Director of the Budget, Office of Statistical Coordinator, Albany, New York, 1969).

[4] The People of Lewis County, New York.

[5] Ibid.

[6] Business Fact Book, 1963, Part 2, Population and Housing (New York State Department of Commerce, Albany, New York).

[7] Ibid.

[8] Ibid.

[9] Commuting from County to County in New York State, Research Bulletin, No. 11 (New York State Department of Commerce, Albany, New York, 1965).

[10] New York State Statistical Yearbook, 1968-69; and Business Fact Book, 1967-68 Edition, Part 1, Business and Manufacturing (New York State Department of Commerce, Albany, New York).

[11] Ibid.

[12] The People of Lewis County, New York.

[13] New York State Statistical Yearbook, 1968-69; and Business Fact Book, 1967-68.

[14] Ibid.

[15] The People of Lewis County, New York.

[16] New York State Statistical Yearbook, 1968-69; and Business Fact Book, 1967-68.

[17] Ibid.

[18] The People of Lewis County, New York.

[19] Ibid.

[20] New York State Statistical Yearbook, 1968-69; and Business Fact Book, 1967-68.

[21] Survey of Enrollment, Staff, and Schoolhousing, Fall, 1968 (New York State Education Department, Information Center on Education, Albany, New York, 1968).

[22] Ibid.

[23] Measurement of the Ability of Local Governments to Finance Local Public Services (New York State Education Department, Bureau of Educational Finance Research, Albany, New York, 1967).

[24] Survey of Nonpublic Schools, New York State, 1968-69 (New York State Education Department, Information Center on Education, Albany, New York, 1969).

[25] Basic Educational Data System, New York State Education Department, Information Center on Education, Albany, New York, 1969.

[26] Ibid.

[27] Ibid.

[28] Ibid.

[29] Survey of Enrollment.

[30] Interview, May, 1969.

[31] "Lewis County Schools Directory and Adirondack Central and Town of Webb" (Kenneth E. Ford, District Superintendent of Schools, Lyons Falls, New York).

[32] "Board of Cooperative Educational Services, Lewis County Area Occupational Center" (Lowville, New York, 1968-69).

[33] "Board of Cooperative Educational Services, Proposed Budget Expenditures, 1969-70" (Lyons Falls, New York).

[34] "Ontario East, A Title III, ESEA, Regional Center" (Watertown, New York).

[35] "Vocational Education Study, Tri-County Area, St. Lawrence-Jefferson-Lewis Counties of New York" (Stoner-McLaughlin Associates, 1963).

[36] "Video Productions, Learning and Resource Center, April, 1969" (Lyons Falls, New York).

[37] *Mobilizing a Rural Community for Mental Health* (Glyn Morris & Ernest Gosline, M.D., Lyons Falls, New York, 1964); *Born for Joy* (Glyn Morris & Judith Wheeler, eds., Lyons Falls, New York, 1967).

CHAPTER X

REGIONAL EDUCATIONAL DEVELOPMENT IN NEW YORK STATE

The purpose of this chapter is to posit conclusions and recommendations concerning regional educational development in New York State. The chapter content grows out of observations and findings reported in the eight case studies described in Chapters 2 through 9. The content is subject to the limitations and definitions of purpose set forth in Chapter 1. Chapter 10 also is intended to give the reader a sense of the realities in regional educational systems in New York State today and of the potential for future regional planning and development for education. To do this, implications of the study's findings will be expanded and projected to the general setting in order to examine new ways of designing regional educational systems.

1. The intermediate educational unit or region is a viable organization, every bit as feasible as its proponents claimed 25 years ago when they sought legislation to create such units in New York State. The viability of an intermediate region for education is, however, determined by a number of conditions that were not prevalent or were not seriously considered in that earlier period. In particular,

the idea that a viable regional system should be based on a single system variable is no longer valid.

Rather, the intermediate or regional educational system must be determined on the basis of size, density and distribution of population; movement of people to work, market, and recreation; the layout of major transportation arteries; the nature of the economy; the financial ability to support public education; and other factors. An educational region is not necessarily well placed by being in a single county, or in two or more counties, or in a geographic area of a certain size, or in an area with a predetermined population size, or in a former supervisory district or two or three such districts. In short, there is no single factor determinant of an educational region that offers sufficient basis for planning; in particular, the factor of social cohesiveness is an illusory concept in this era.

Two apparently viable regions sampled in this report -- Nassau and Rockland -- lie within single counties. Other largely single county regions -- such as Steuben and Lewis of this sample -- do not appear to be as viable. In the case of Steuben present regional arrangements are not reasonable since the southeast portion has natural pulls toward Elmira-Horseheads along N.Y.S. Route 17 and the north portion lies within the expanding ring of metropolitan Rochester. The Rochester S.M.S.A. would be an excellent base for an educational region because it possesses requisite social and economic resources; the present Monroe County BOCES 1 District is only a portion of that region and insufficient as a regional system.

2. In those regions where a city is the economic core of the area, it is essential that the city be a fully participating member of the regional educational system. The city and suburbs need to share in the economic base and growth of each other, and the educational region, to be fully effective, needs to be based on the economic resources of the total area. There are, however, other important reasons for the total incorporation of the city into the regional system. The problems of poverty and racism imbedded in most large cities necessitate educational solutions shared by the city and its neighboring region. Many forms of regional educational services -- application of technology to instruction as an illustration -- only make real sense if used across an entire region that includes city and suburbs.

Two regions studied, Monroe and Erie counties, illustrate the limitations for BOCES units when the central cities are not full participants. A change in law is needed to make it possible for the six large cities to participate fully in such regional systems as BOCES. In another region, Steuben County, the cities of Corning and Hornell have served the regional system well by making possible the development of occupational centers. Broome and Tioga counties have suffered somewhat because the Binghamton schools have not taken part in BOCES.

3. A viable region does not necessarily have to contain a participating city. Nassau County, which these researchers consider a fully viable educational region, has no large cities but is a complex urban region. Rockland County, like Nassau largely suburban in residential pattern, is viable without having within its boundaries a city of key significance. Highly suburbanized regions with no dominant cities but with resources equal to metropolitan areas can be viable educational systems.

For the forseeable future, some educational regions in New York State will be essentially rural and small town in character. Where a particular region cannot be linked with a major city or a suburban complex, it can be developed regionally but with a somewhat different allocation of resources and set of arrangements. For one example, sparsely settled regions with essentially small, independent school districts may need to extend regional services quickly to include specialized programs in reading, sciences and arts -- programs the school districts cannot and will not be able to manage independently.

4. Any vigorous proposal for stronger regionalism in education runs the risk of antagonizing those who find virtues in localism. The researchers perceive no paradox here. Strong regional systems can do more for all citizens, a good deal more for minorities, and can better equalize opportunity. Moreover, each region, no matter how large it becomes, can provide for careful local control and influence at the points where this control and influence makes sense. Where damage resulting from elimination of local inputs can be anticipated, the regions must be built with due regard for local needs.

Local school systems within a regional education system will remain strong; parents and neighborhoods will continue to influence and relate to schools. Governance will be preserved at local level, and regional Councils will be broadly and fairly representative. To these investigators, the belief that regional strength will damage localism is largely myth.

5. Each educational region will need to become a single, articulated system of regional education (preschool through community college) governed by a Regional Education Council and coordinating resources to provide all those educational services that can best be offered on a regional basis. Presumably, the BOCES and its board of education can be the core of this development in alliance with the community college and its board of trustees. Where an emerging region lacks a community college, this should not deter the building of a single regional system since it can be assumed that in most regions with a sufficiently broad base to be viable there will be a community college eventually.

The Regional Education Council will be a governing body for all regional educational services and programs and for planning and development activities in regional education. Growing out of the current models of BOCES and community college governance, but improving on these models, the Council will represent all groups with regional educational interests. Information obtained in this study of eight regions shows wide disagreement about the composition, functions and systems relations of current BOCES boards of education. Any new form of regional educational government must take account of current BOCES strengths and inadequacies.

The Regional Education Council will be a planning, policy making and coordinating body. To support its work there will need to be a number of advisory committees or councils broadly representative of regional interests and concerned with research and operations in specialized fields. Data obtained in this study indicates a wide range of practice in the employment of advisory groups. In some regions, probably in most of the eight regions studied, committees or informal groupings of school administrators were chiefly involved in goal setting and decision making. On occasions, advisory groups drawn from the crafts and industry or from classroom teachers or from the public at large were effective and influential. In the emerging regional educational system, it will be advisable to carefully define the responsibilities of advisory committees as well as to see to it that they are broadly representative of all interested groups.

6. Educational planning and development in regions has proceeded with minimal or no coordination with either general or specialized planning agencies. In every one of the eight regions studied, there is a nearly complete absence of joint planning or even of communication between regional educational systems and county or multi-county or broader regional planning agencies. Moreover, there is

only an occasional indication of cooperation between educational planners and those charged with health, social services and environmental planning. In many cases, the two sets of planners -- educational and other -- do not even know each other. While there are some conspicuous exceptions (some interaction in health and social services planning in Lewis for example), these are so rare as to not challenge the norm.

A regional education unit need not necessarily be coterminous with other regional planning systems but it is essential that the educational unit work with those other systems in areas where this is mutually beneficial. To the degree that regional education can itself be unified and coherent and work closely with other planning and development agencies, the interests of the public will be better served.

An illustration is in order. County planning agencies (or multi-county agencies) are charged with such responsibilities as land use and transportation studies and policy determination, demographic projections, and economic planning including location and suitability of industries and new residential developments. These agencies are knowledgeable about overall financing of public services and recommendations on tax structures and assessments. Educational units, be they school districts, the BOCES or the community colleges, have a vital stake in all these matters. However, the two groups do not work together at the present time.

7. A regional educational system needs to be based on a network of operating individual school districts that are of sufficient size and sophistication to take full advantage of regional services. In regions where a number of small, impoverished school districts exist (Steuben, Lewis and Essex-Hamilton-Warren-Washington are instances from this study), such districts seem to be able to take less advantage of regional programs than larger and more sophisticated districts. The larger districts can better utilize the administrative and special services of an organization like the BOCES. They can afford specialist and supervisory staff that engage in innovative practices and can utilize in their own schools the innovative ideas emanating from the Title III centers or from the BOCES. The larger and more sophisticated districts can operate effective in-service programs and can take better advantage of those provided by such regional agencies as the Title III centers and the community colleges. The emerging intermediate region should be built on the established fact of the merger of small and inefficient districts into more viable and larger ones. Leadership for merger needs to come from both the State Education Department and such local regional agencies as the BOCES.

Such mergers will also help to resolve the present role conflict of the BOCES executive and the district superintendent by eliminating the need for the latter role.

8. Ways must be found to bring private schools and other private and public educative agencies more closely into the mainstream of regional educational planning and development. In in-service education, uses of educational technology, occupational and special education and other regional ventures, the private schools and educative agencies will need to be fully participating members. This is not true at present; in all of the eight regions studied, private schools and colleges were only marginally involved in regional developments. This marginal involvement was chiefly through the auspices of programs of the Elementary and Secondary Education Act, 1965 under Titles I, II and III.

Though law, and indeed the State Constitution, may need changing before religious institutions can be full partners in a regional system, it is important that greater efforts be made now to involve all private schools in those regional ventures that are both legal and mutually advantageous. Surely in such fields as planning, data processing, curriculum development and in-service education, to mention but a few, such cooperation is now both feasible and advantageous. Ultimately, in any true intermediate unit, private education must be fully involved and represented on the Regional Education Council.

9. The Board of Cooperative Educational Services, adopted first by the State as a temporizing agent until a true intermediate unit could be developed, has emerged strongly and shows promise as the central core of a strong regional system for education. Currently, however, BOCES is handicapped by lack of decisive leadership from the State Education Department, impermanence (despite its permanent buildings), and inadequate incentive funding. It is also handicapped by unimaginative leadership in many cases; by costly rivalry and overlapping of services with ambitious school districts and other regional authorities; and by a rather poor public image.

The BOCES must be freed from the traditional restraints of the supervisory district. It is important that the BOCES executive (or regional superintendent) be relieved of duties formerly assigned to the district superintendent. In fact, it is questionable whether in most regions there is any longer need for the positon of district superintendent. The vitality of BOCES leadership in Steuben, Broome and Essex-Hamilton-Warren-Washington seemed to these observers to be curbed somewhat by the competing demands of the supervisory district.

To serve as core unit and leader in regionalization, the BOCES will need to assume responsibility for the more central and significant educational programs. Typically the BOCES have concerned themselves heavily with occupational education, special education, and administrative and shared-services. Most of these responsibilities, while important in their own right, are not central. Thus in the more cosmopolitan regions included in the case studies, there was evidence of a poor image of the BOCES as a kind of "second class" educational power. To be plain about it -- the BOCES must provide services in basic elementary and secondary school curriculum and instruction if it is to command a full measure of public respect and support. In areas where the BOCES are assuming leadership roles in research and development or instructional improvement (as in Nassau and Erie I), evidence shows that a move to intermediate educational regions is a strong possibility.

Both State regulations and local practices will need to be altered to give greater permanence to BOCES operations if these units are to take leadership in regionalization. Program planning and implementation on at least a five-year basis must be assured by regulations and local contracts. Movement of the BOCES into areas other than the presently established ones will need to be encouraged by forms of incentive funding. Though evidences were noted of relatively permanent contracts for services -- the BOCES buildings everywhere, Lewis County's Learning Center, the Erie BOCES 1 agreements for staffing and support of occupational programs -- much remains to be done.

10. Occupational education programs, strong components of each of the eight regions studied, will need some reforming and redirection if they are to be integral parts of regional educational systems. Programs will need to be more innovative and, in part, related to the occupational needs of the future. In every region, occupational education planning will need to be based on up-to-date analyses of the economy of the region and of the broader society. Such analyses must draw on the accumulating base of economic projections available to planners in this field; and they must not be limited to studies of an immediate region as those were that led to introduction of the occupational programs. Moreover, a wider and more representative group of persons will need to become involved in planning and operations than is presently the case. Programs, staff and students ought to have a more intimate and continuing relationship with the world of work; it is possible for an occupational center to become as "ivory tower" as some comprehensive high schools are thought to be.

Within a regional system, all occupational education must be planned for and operated in a coordinated and articulated way. There is no sense in overlapping of facilities and services between the BOCES and the school districts and the community colleges. Moreover, counseling services affecting occupational decisions will need to be strengthened and further coordinated; considerable evidence shows that counselors do not fully understand the world of work and that, in some instances, they reflect individual schools' prejudices that occupational education is exclusively for those who do not or cannot succeed in the regular school program.

As is to be expected occupational programs in the eight regions studied have varying philosophies -- a reflection of appropriate attention to the needs of differing regions. Some regions view occupational programs as designed chiefly for those who cannot succeed in regular secondary schools; some wish to take care of only competent and successful young people; other regions try to attend to the needs of both advantaged and disadvantaged students. What is needed are regional programs that effect total solutions and cut across the special interests of occupational education, special education, compensatory education, and the like.

The eight regions visited by this research team show a number of illustrations of imaginative and realistic planning in occupational education. In Rockland there seems to be a fine working relationship with labor and industry. Erie shows an aggressive interest in new and regionally relevant programs. Steuben has a surprisingly fully formed program for a region of its type. Nassau is capitalizing on the special nature of its economy and population. Other illustrations can be given. It is essential that the ideas and innovations of the several centers be pooled so that out of these can come general program improvements.

11. In the eight regional educational systems studied, educational technology is viewed largely as being data processing. In addition, data processing systems serve chiefly administrative rather than instructional functions. The other strands of technology applied to education -- computer-assisted instruction, educational television, telephone-based teaching and the like -- are largely non-existant on a regional basis. Individual school districts may do some work in these areas; some BOCES and community college efforts are observable; Title III centers are concerned with the theory and in-service aspects. But there remains a great deal to be done in developing region-wide applications of technology to improve instructional effectiveness.

The State Education Department will have to move quickly to resolve the question of larger data processing and informational centers if it is to help in the regionalization process for education in general. As of now, each region has a question as to whether it will become a part of some larger data processing and information center or be itself the center for a larger region of this sort. Supporting this decision and, hopefully, the resultant action, there must be a realistic analysis of the costs and effectiveness of such systems within education itself. The researchers noted a number of knowledgeable persons wondering if commercial organizations may not be best equipped to provide effective and economically efficient services of this nature.

12. In-service education affords us with an excellent example of how badly the State needs well coordinated regional systems of education. In region after region, no regional systems whatever existed. In-service efforts are provided, largely without consulting others, by school districts, the BOCES, the Title III centers, the community colleges, and public and private four-year colleges. Questionnaire data suggested that the recipients of in-service education -- teachers and other school personnel -- have very little part in deciding what should go into the programs or in evaluating them. It is in those areas where the most in-service education offerings are provided that there is

the least amount of coordination and the greatest degree of overlapping. In other areas it is extremely difficult for teachers to avail themselves of high quality in-service programs.

Many good individual in-service programs are, or have been, available. The Lewis County BOCES has done some good things on its own. Erie has an abundance of opportunities. The community college serving Essex seems agressive and interesting in its proposals. In Rockland school districts do a good deal. Nassau's TEC (The Education Council) has long had a reputation for innovative and meaningful in-service programs. But the fact remains that regional coordination in this area of work is yet in the future. The Regional Education Councils of the emerging intermediate regions will undoubtedly find such coordination an early and prime task.

13. The Title III centers or Supplementary Education Centers, must be integral and significant components of the regional educational systems. Currently, in seven of the eight regions studied, these centers are separate entities with their own governing boards and with autonomous staff and functions. In most instances the Title III centers serve broad areas of which these cited regions are but portions. In the one region studied, Nassau, where

the Title III center has been incorporated in the new BOCES, there is every promise of a successful systems relation between the operating and research and development units. Present separate Title III centers should be abolished, and their functions of research and development, planning and innovation should be made a part of each BOCES or each new intermediate educational organization.

A strong and closely involved research and development unit is key to planning, innovating and evaluating in a regional educational system. Given a sufficiently large and broadly based region, such a research and development unit is feasible. This unit needs to be a fully functioning member of the regional system, governed by the Regional Education Council and directly involved in the work of school districts, the BOCES and the community college.

The researchers support this recommendation with data shown in the case studies that indicate a less than successful performance to date on the part of Title III centers. Especially in regions where these centers are not close to the BOCES, and this is true in most instances, the influence of the centers to date has been minimal on in-service education, curriculum development, instructional improvement, and applications of technology. Even in the planning field, many of the centers have not ventured much beyond the inventory or stock taking stage. What the centers seem to lack is the power and acceptance that they could gain by being members of the regional systems. Where centers are judged most effective (Nassau, Erie, Monroe) they appear to be operating closer to the ongoing regional systems. The comparative success of the centers in these regions also attests to the vitality of regions with larger and more sophisticated school districts and stronger regional organizations.

14. The eight regions vary widely in their response to needs in special education (for the handicapped). Some BOCES offer little or no services in special education. Some provide for the severely handicapped but consider the educable as the responsibility of school districts. In some districts, special education programs may remove too many children from classroom settings and keep them out of such settings for too long a period. In some regions suspicion is aroused that intent of the law or of regulations on special education is being violated. In short, while much good work is being done, practice varies widely from region to region, and rarely does a fully coordinated regional system exist. One task of a Regional Education Council would be to develop such a system.

15. Great variations from region to region in performance of regional services, in occupational education, special education, educational technology, and other programs result in a condition of marked inequality of educational opportunity based on residence. In certain of the regions studied, residents lack educational opportunities available to all residents of other regions. Speaking generally, the "haves" have more of these services than do the "have nots." Certainly one of the central tasks in future regional educational development will be to eliminate these sharp regional differences.

16. These conclusions and recommendations have so far argued for change in organization and development of new structures. It is an observable fact, however, that no structure, however effective, can surmount weak leadership. The traditional practice (now going out of use) of appointing an available district superintendent to the BOCES executive position and thus to regional leadership has resulted in placing traditional and often weak leaders in these critical spots. At this time it is crucial to select the strongest available administrators for the role of regional leadership. The most effective regional systems appear to be those in which strong BOCES executives, strong school administrators and strong community college officers

argue, compete and, in the end, cooperate to the benefit of education.

17. The New York State Education Department has not done enough to give strong and unified leadership to regional educational development. In part, this lack of leadership is the result of lack of support in the legislative and executive branches of State government. In many important aspects of leadership, however, the Department has not given the consistent philosophical, material and supervisory support that it could within the present constraints of the law and finance.

The Department will need to give full moral support, and as much incentive aid as it can, to the developing BOCES and to the school districts that wish to fully participate in these BOCES. Through its supervisory and regulative functions, the Department will want to give maximum permanence to regional structures, to move Title III centers into the mainstream of the regions, and to help in planning new regional services to elementary, secondary and continuing education.

Much of the help needed regionally can come as a result of a better coordinated and more effectively mounted planning effort in Albany. The Department and State University will need to find ways to operate a preschool through grade 14 educational system in each region. Within the Department, the several divisions now planning for regional educational systems will need to be better coordinated than at present. In fact it seems realistic to propose that the Department vest its division of regional planning and development with full authority to lead in the establishment of regional systems. The Department will need to move strongly and courageously to implement its long standing commitment to the elimination of small and inefficient school districts; only thus will regional systems be able to work effectively with independent school districts.

The proposed new regions for occupational education planning and coordination illustrate the tendency of the Department to seek only partial solutions to basic problems. It would seem that these new regions add but another layer to the already complex series of regions designated by the State.

The Department can have much influence over selection of BOCES executive officers, choice of strong Regional Education Councils (or current BOCES boards) and establishment of services. It can work with the public and with other agencies in the analysis of educational needs best met on a regional basis and assessment of regional resources for meeting such needs. It can cooperate much more effectively than at present with other State agencies concerned with regional planning and development. In fact, within the present constraints of money and law, the Department can become a prime mover in helping each region to achieve the best of what is now found in the several regions. In so doing it would be making a signal contribution to the achievement of more equal educational opportunity for all citizens.

APPENDIX A

INTERVIEW SCHEDULES

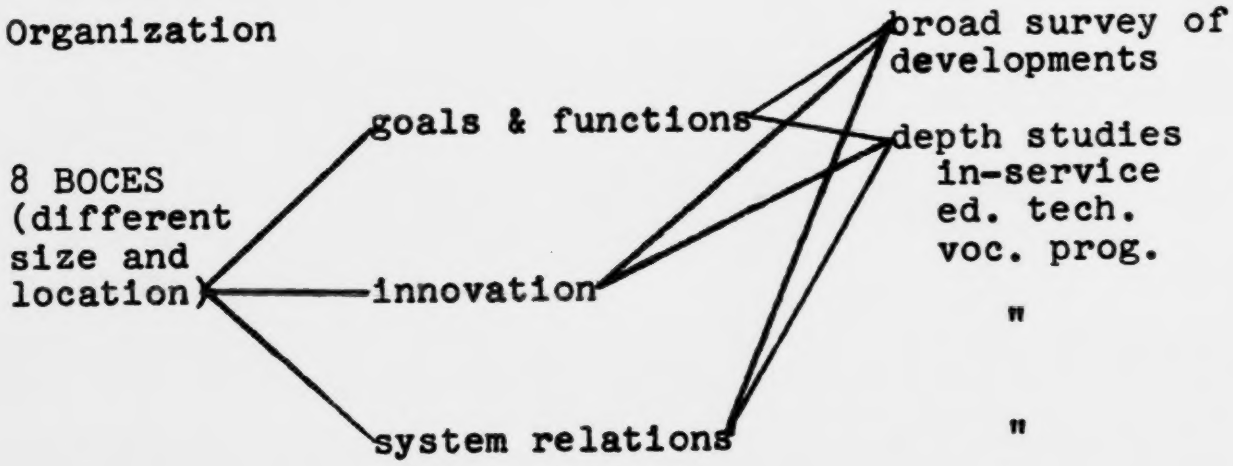
INTERVIEW SCHEDULE

I. District Superintendent

A. Introduction (study described briefly)

1. Purpose--workable educational region?--more interested in process than in product--model building

2. Organization


8 BOCES (different size and location)
goals & functions
innovation
system relations
broad survey of developments
depth studies
in-service
ed. tech.
voc. prog.
"
"

3. Procedures

   interviews
   questionnaires
   document analysis

B. Survey

1. Goals & Functions

   1.1 What are the major goals and functions of this BOCES? Any differences between the goals and functions? Why?

   1.2 How were they derived? Who was involved? How? Why?

   1.3 What conditions tend to aid and to block goal achievement?

   1.4 What plans do you have for changing the goals or the functions? Why? How are you going to try to effect these changes?

1.5 Do you perceive any significant overlap with other agencies? What areas? Why does this happen?

1.6 What significant educational needs in your region are not being adequately met?

2. Innovation

2.1 What are the most significant innovations in your district?

2.2 How were they introduced? Who involved? Why? Time lapse?

2.3 Are your component schools innovative? What is the source of your judgment?

2.4 What are your relations and assessment with the Title III Center? Regional Lab?

2.5 What factors seem to block and assist innovation in this region?

3. Systems relations

3.1 What economic, political and social forces contribute to your success? What ones seem to retard or block your progress?

3.2 With what groups and individuals do you interact? Why? How?

3.3 How do you evaluate the effectiveness of the BOCES?

4. General - We want to understand your operation. What do we need to know? What are the problems? Opportunities? Challenges? Are there some people with whom we should talk? In addition to yourself, who knows the score? Encourage free, loose talk.

C.1 Now let's be somewhat more specific in three areas in depth.

1. BOCES Area Occupational Programs

1.1 What steps were taken in deciding to have a BOCES area occupational program?

1.2 How was the initial area vocational study started, carried through and used?

1.3 What were reasons (goals) for setting up program?

1.4 Who made the final decision?

1.5 How well did this process (deciding to have area program) work?

2. How and by whom are individual vocational courses selected?

2.1 Using as illustration a new course proposed for 1969-70 (or 1968-69 or 1970-71), what happens between first consideration and opening of course?

2.2 Who makes the final decison on setting up a new course?

2.3 How are courses evaluated to see how well they are meeting needs (goals)?

2.4 Who takes part in evaluation? Who makes final decision?

2.5 How well does process of setting up new courses work?

2.6 How well does process of evaluating courses work?

2.7 If a course is dropped, what are steps leading to this decision?

3. How and by whom were (are) decisions made on selecting a site and planning for a new BOCES building?

3.1 What steps were (are being) taken from beginning to completion of building (or to date)?

3.2 What special groups or individuals were involved in this process? How?

3.3 How was (is) the public involved in the process and especially in the bond referendum?

3.4 How well did (is) the process working?

4. 4.1 OMITTED

5. How and by whom are decisions made affecting relations of BOCES area occupational programs with:

5.1 Vocational programs of individual school districts?

5.2 Vocational-technical programs of community colleges?

5.3 Continuing education programs of individual school districts, community colleges, non-school vocational training agencies (unions, industries)?

5.4 Work of economic and facilities planning agencies?

5.5 How well does the process of inter-institutional decision making work?

C.2 In-service Education

1. Program planning--initiation:
Who initiated the idea for in-service program? Which individuals or groups were first involved in planning the program? Who made the ultimate decision to sponsor the program?

2. Program planning-establishing:
What processes were used to set up the program? How do you think the processes worked out? What were the strong points? If you had to do it over, what processes would you change? About how long did the planning process take?

3. Program planning-goals:
Why was it decided to have the program? What do you really think you achieve? Are there any unexpected results from the program? Do you think you achieve what you want? If not, what do you think are the reasons?

4. Program implementation:
Were any changes necessary within (ed. unit) to carry out the program (e.g. length of day, released time, sub. tea., etc.)? How are decisions made for who teaches? the techniques of instruction? the content? the organizational routine (e.g. degree credit/nc, salary benefits)?

5. Program feedback:
How is the in-service program evaluated? How do you know you did what you set out to do? Are programs changed or adjusted on the basis of information received concerning them? (e.g. new methods of ins. other than traditional) Over time, what changes have you noted in kinds of ins. programs? sponsorship? initiation? What appears to have caused these changes? What conditions seem to make change easier? more difficult?

6. Program coordination--ed. agencies:
Several kinds of educational organizations offer in-service programs--do any programs offered in this area overlap in terms of the kind of program and who attends them? Do you work with any ed. organizations in planning your ins. programs? Which ones? How? Opinion of value? What are advantages? Are there any limitations in this joint planning? What seems to get in the way of good joint planning? What factors help to make it profitable?

7. Program coordination--non. ed. agencies:
Do you know any examples of ed. organiz. planning with governmental or private agencies to develop in-service programs? (For ex. - teacher knowledge of the world of work.) Do you think non. ed. agencies have a role to play in design and implementation of programs? If so, what should they play? What can they play?

C.3 Educational Technology

1. What use is being made of educational technology within your BOCES operation? Please include both direct and indirect instructional and administrative services. (E.D.P., C.A.I., T.V., electronic typewriters, 8 mm projectors, etc.)

2. What are the purposes of this activity?

3. What is your assessment of the significance and effectiveness of the use of this technology?

4. Do you perceive any overlap with the services provided elsewhere in the region in this regard? Any serious omissions?

5. Describe the process by which these technological developments were introduced into the district. Where did the idea come from? What conditions, persons, and agencies aided (detracted) in the development of these operations? How?

6. What should be the role of BOCES in this regard? Do you have any plans to alter the status quo? Why? How?

7. What does the educational technology operation cost? What percent of BOCES budget is spent in this area? Does the use of educational technology save money for BOCES? component districts? others? How do you know?

8. Do you cooperate with any other educative agencies in the region or elsewhere in this regard? Why? With whom? (Ask specifically about Title III and Title IV)

9. Do you have either individual or institutional subscriptions to any of the following? EPIE FORUM? EDUCATIONAL TECHNOLOGY? AUDIOVISUAL INSTRUCTION? CHANGE? JOURNAL OF EDUCATIONAL DATA PROCESSING? Any other journals of this type? If so, where are these journals kept? Who uses them? When and under what condition?

10. Does the BOCES have an instructional materials and/or equipement library? If so, what is included? Who staffs the center? What services do they provide? How does the distribution work? Time lapse? Who selects the materials? How are they reviewed? Is there an overlap with other collections in the district? Any serious omissions in this area within your district? Any attempts to evaluate the operation? How? What is your assessment? What are the plans in this area?

11. Does the BOCES sponsor or participate in any research on educational technology? Why? What kinds? Who pays? Who does the work?

12. If the BOCES provides data processing services, then we are interested in specifics: What services (tax rolls, pay rolls, scheduling, marking and reporting, attendance reports, data analysis, etc.)? What agencies make use of the service? What does it cost? Who pays? How? Do the consumers of the service save money? What is the time lapse? Who owns or leases the computer? Does the BOCES own or lease any data processing equipment? Does the BOCES have an E.D.P. staff? What exactly do they do? Do all component school districts use these services to the same degree? If not, Why? Does the BOCES cooperate with any other agencies in data gathering, analysis or utilization? Who? Why? What are the specific purposes of the E.D.P. operation? What are the plans for the future? What is the procedure for adding or deleting specific services?

IF TIME PERMITS, HERE ARE SOME OTHER ISSUES:

Other Settings in Which to Find Examples of Regional Goal Achievement, Innovation, and Coordination of Resources

1. Personnel recruitment.
2. The visual and performing arts.
3. A common calendar.
4. ESEA program planning and operations.
5. Special preschool and adolescent compensatory programs.
6. Decisions on extent and character of education for the handicapped.
7. Transportation on a BOCES-individual district basis and a district to district basis.
8. Regional cooperation in curricular and instructional innovation.
9. Regional cooperation in guidance and pupil personnel services.
10. Cooperation between two and four-year colleges and school districts including BOCES.
11. Intermix of agencies in making plant planning decisions.
12. Beginnings of cooperative financing, purchasing, cost sharing, if any.
13. Etc.

INTERVIEW SCHEDULE

Title III Director

1. What are the major goals and functions of this Title III center? Any differences between the goals and functions? Why?

2. How were the goals and functions derived? Who was involved? How? Why?

3. What conditions tend to aid and to block goal achievement?

4. What plans do you have for changing the goals or the functions? Why? How are you going to try to effect these changes?

5. Do you perceive any significant overlap with other agencies? If so, in what areas? Why?

6. What significant educational needs in your region are not being met?

7. How is a new program or service initiated in your center? Who is involved? How?

8. What are your relations with area BOCES? ERIE?

9. What factors seem to block or retard innovation in your area?

10. What factors seem to assist educational innovation in your area?

11. With what groups, agencies and individuals do you interact in the accomplishment of your goals?

12. How do you evaluate the effectiveness of your operation?

13. How do you perceive the future of this operation?

14. We are specifically interested in developments of three sorts--in-service programs for area professionals, educational technology and vocational programs. Will you describe your efforts in these areas. Please include the process by which these programs were developed.

INTERVIEW SCHEDULE

Community College Officer

1. What are your major *goals* and *functions*? Why? How were these determined?

2. What regional area do you serve?

3. To what extent do you cooperate with BOCES? ERIE? Title III centers? How? Why? What is your assessment of these organizations?

4. To what extent are the leaders of the regional educational authorities named above involved in the decision making processes regarding your operation? How? Why?

5. To what extent are other leaders in education involved in the decision making process regarding your operation? (e.g., C.S.O.'s, private school heads, lay boards, 4-year college leaders, SUNY) How? Why?

6. We are more specificallly interested in three broad topics: vocational education, in-service education of teachers, and educational technology. Obviously, you have interests in all three of these subjects. Please describe briefly ways in which you serve the region in these three. Do you perceive any serious *overlap* between your activities and other educative agencies in these areas? Omissions? Do you interact directly with BOCES, ERIE or the Title III staff in the planning, execution, or evaluation of these programs? How do you perceive the future in terms of these three areas in this region? What role *will* and *should* you play? Is any coordination needed? If so, who should provide it? Is any more cooperation needed? Why?

   (If time permits - unlikely - and if the college is directly involved in any of these areas, then the D. S. instrument should be used for closer questioning.)

INTERVIEW SCHEDULE

Chief School Officer

General

1. What are the major *goals* and *functions* of regional educational authorities in your area? (BOCES, Title III, and ERIE)

2. To what extent were you involved in the determination of these *goals* and *functions*? How? How are decisions made in these agencies? Who has the ultimate responsibility?

3. What is your assessment of these agencies? How are programs and services evaluated? Do these agencies save you money? What programs and services *should* these agencies be providing?

4. What economic, political and social factors seem to *support* and *block* educational progress in this region? Do other educative agencies cooperate e.g. colleges, private schools, mass media, informal agencies, etc.?

5. What overlap exists?

6. What are the most serious educational needs of the region? Which are not being met? *Specific*.

Vocational Program

7. What vocational-technical educational programs are available for your pupils?

8. To what extent do you use regional (BOCES, Title III, ERIE) facilities in the vocational program? Why? Have these services been transferred from the local district or are they new?

9. To what extent are you involved in the decision making process regarding regional vocational programs? How? If you are not involved who does make these decisions? Who has the final authority?

10. How do you assess the *process* and *product* of regional vocational programs? Right offerings? Transportation adequate? Staff? Costs? Timing? What are the problems?

11. Do you perceive any serious overlap in the vocational-technical offerings? Omissions?

12. How are the regional vocational programs *evaluated*? Are you satisfied with this procedure?

13. Does your BOCES have its own *building*? If not, why not? If so, please tell what you know regarding the planning, funding and building of this facility.

    13-1 How was the *site* selected? Are you satisfied with this process?
    13-2 What *individuals* and *groups* were involved? Are you satisfied with this process? What were the results of the necessary referendum? Any significant voting patterns?

14. What *are* and what *should* be the plans for the future in vocational-technical education in this region?

In-service Education -

15. How does this district provide for the in-service education of the staff?

16. To what extent do you use regional (BOCES, Title III, ERIE) facilities in your in-service program? Why? What other educative agencies are involved - colleges, private schools, others?

17. To what extent are you involved in the decision making process regarding regional in-service programs? How? How about your staff - are they involved? How? If you are not involved, who does make these decisions? Who has the ultimate responsibility for these decisions?

18. How do you assess the *process* and the *product* of regional in-service programs? Right programs? Right staffing? Costs appropriate?

19. Do you perceive any serious overlap in the in-service programs in the region? Omissions?

20. How are regional in-service programs evaluated? Are you satisfied with this procedure?

21. What are and what should be the plans for the future in regional in-service education?

INTERVIEW SCHEDULE

Area Planning Officer

1. What is the nature and extent of regional planning in this area? How is your operation involved in the planning process?
2. Who supports the planning operations in this area?
3. If there is more than one planning operation in the area, what are the relations among them? Is there any overlap? Omissions?
4. What aspects of the environment are included in this planning operation?
5. How do you relate to larger regional and State planning authorities?
6. How would you compare this area with others in terms of the attention given to regional planning?
7. What is your concept of 'region'?
8. Do you consider the BOCES we are studying to make sense in terms of your concept of 'region'?
9. To what extent is education involved in the planning operation? Why? Why not?
10. Describe the process by which education gets involved in regional planning (if it does)? Who is involved? Is the BOCES involved in any way? Do you work with the CSO's in the area? Title III? Colleges? Lay boards? Private schools? Others? How? Are there any formal interactions?
11. Specifically, when a new school is to be built either in a local school district or in a BOCES, are you involved? If so, in what way?

INTERVIEW SCHEDULE

Vocational Director (in some cases, Steuben, also BOCES Director of Guidance)

1. What steps were taken in deciding to have a BOCES area occupational program?

    1.1 How was the initial area vocational study started, carried through and used?

    1.2 What were reasons (goals) for setting up program?

    1.3 Who made the final decision?

    1.4 How well did this process (deciding to have area program) work?

2. How and by whom are individual vocational courses selected?

    2.1 Using as illustration a new course proposed for 1969-70 (or 1968-69 or 1970-71), what happens between first consideration and opening of course?

    2.2 Who makes the final decision on setting up a new course?

    2.3 How are courses evaluated to see how well they are meeting needs (goals)?

    2.4 Who takes part in evaluation? Who makes final decision?

    2.5 How well does process of setting up new courses work?

    2.6 How well does process of evaluating courses work?

    2.7 If a course is dropped, what are steps leading to this decision?

3. How and by whom were (are) decisions made on selecting a site and planning for a new BOCES building?

    3.1 What steps were (are being) taken from beginning to completion of building (or to date)?

    3.2 What special groups or individuals were involved in this process? How?

    3.3 How was (is) the public involved in the process and especially in the bond referendum?

    3.4 How well did (is) the process working?

4. How and by whom are decisions made affecting relations of BOCES area occupational programs with:

    4.1 Vocational programs of individual school districts.

    4.2 Vocational-technical programs of community colleges.

    4.3 Continuing education programs of individual school districts, community colleges, non-school vocational training agencies (unions, industries).

    4.4 Work of economic and facilities planning agencies.

    4.5 How well does the process of inter-institutional decision making work?

INTERVIEW SCHEDULE

BOCES Officer in charge of SPECIAL EDUCATION

1. What services do you provide? (Hopefully, there will be written materials on this and so an inventory of services will not take much interview time.)

2. For whom are these services provided? All component districts to the same degree? Why? Other agencies? Which ones? Why?

3. How was the initial decision made to provide special education services? Who was involved? How were the goals and priorities determined? Who made the ultimate decision? Do you have any regrets?

4. What new programs have been added? How? Who was involved? Are you satisfied that the proper people have been involved?

5. How are the services evaluated? Who is involved? Are they the right people? Whould you like to see changes made in this evaluation process? What kinds? Why? Are the consumers of the services satisfied? Do you have any formal feedback from schools? from parents? from pupils? from media? from other educative agencies? from concerned laymen? from special interest groups?

6. What are your plans for the future in this area? If new programs are to be added, why is this the case? If not, why not? How do you know what new programs should be added? Assume for the moment at least that you need to add some services, go through a step by step discussion of the procedure for making this new service a reality. Tell us what is likely to happen and what ought to happen and what ought to happen. What social and economic factors seem to support and retard progress?

7. Do you believe the special education services in this BOCES area are properly coordinated? Is there any significant overlap? Why or why not? Do you believe that a lack of coordination is any way related to the quality of services now available in this region?

8. If time permits, ask the man to give you a job description. What exactly is his job?

INTERVIEW SCHEDULE

Media and Materials Specialist

1. What instructional use is being made of educational technology within your BOCES operation? (C.A.I., T.V., electronic typewriters, 8 mm. projectors, etc.)

2. What are the purposes of this activity?

3. What is your assessment of the significance and effectiveness of the use of this technology?

4. Do you perceive any overlap with the services provided elsewhere in the region in this regard? Any serious omissions?

5. Describe the process by which these technological developments were introduced into the district. Where did the idea come from? What conditions, persons, and agencies aided (detracted) in the development of these operations? How?

6. What should be the role of BOCES in this regard? Do you have any plans to alter the status quo? Why? How?

7. What does the educational technology operation cost? What percent of BOCES budget is spent in this area? Does the use of educational technology save money for BOCES? component districts? others? How do you know?

8. Do you cooperate with any other educative agencies in the region or elsewhere in this regard? Why? With whom? (Ask specifically about Title III and Title IV)

9. Do you have either individual or institutional subscriptions to any of the following? EPIE FORUM? EDUCATIONAL TECHNOLOGY? AUDIOVISUAL INSTRUCTION? CHANGE? JOURNAL OF EDUCATIONAL DATA PROCESSING? any other journals of this type? If so, where are these journals kept? Who uses them? When and under what condition?

10. Does the BOCES have an instructional materials and/or equipment library? If so, what is included? Who staffs the center? What services do they provide? How does the distribution work? Time lapse? Who selects the

materials? How are they reviewed? Is there an overlap with other collections in the district? Any serious omissions in this area within your district? Any attempts to evaluate the operation? How? What is your assessment? What are the plans in this area?

11. Does the BOCES sponsor or participate in any research on educational technology? Why? What kinds? Who pays? Who does the work?

INTERVIEW SCHEDULE

Data Processing Specialist

1. What services do you provide? (tax rolls? payroll? scheduling? marking and reporting? attendance? data analysis? etc.)
2. For whom do you provide these services? (all component schools? other agencies?)
3. If services are provided for some schools and not for others, why is this the case? How do schools make arrangements to obtain services?
4. What is the process by which new services are added? Who is involved in the decision? How?
5. What do the services cost?
6. Who pays for the services? How are costs determined? Do the consumers of the services save money (over what they would need to pay to provide the services themselves)?
7. What is the time lapse in providing services?
8. What arrangements are made for obtaining computer time? Does the district own any of its own equipment?
9. What exactly do you do?
10. Does the BOCES cooperate with any other agencies in data collection or processing?
11. How would you assess the services? Are the consumers satisfied? What problems exist?
12. What plans does the BOCES have for the future in this area?

INTERVIEW SCHEDULE

BOCES Board President

1. Goals and Functions

   1.1 What are the major goals and functions of this BOCES? Any differences between the goals and functions? Why?

   1.2 How were they derived? Who was involved? How? Why?

   1.3 What conditions tend to aid and to block goal achievement?

   1.4 What plans do you have for changing the goals or the functions? Why? How are you going to try to effect these changes?

   1.5 Do you perceive any significant overlap with other agencies? What areas? Why does this happen?

   1.6 What significant educational needs in your region are not being adequately met?

2. Innovation

   2.1 What are the most significant innovations in your district?

   2.2 How were they introduced? Who involved? Why? Time lapse?

   2.3 Are your component schools innovative? What is the source of your judgment?

   2.4 What are your relations and assessment with the Title III center? Regional Lab?

   2.5 What factors seem to block and assist innovation in this region?

3. Systems Relations

   3.1 What economic, political and social forces contribute to your success? What ones seem to retard or block your progress?

3.2 With what groups and individuals do you interact? Why? How?

3.3 How do you evaluate the effectiveness of the BOCES?

4. General - We want to understand your operation. What do we need to know? What are the problems? Opportunities? Challenges? Are there some people with whom we should talk? Besides yourself, who knows the score? (Encourage free, loose talk.)

LETTER TO HEADS OF PRIVATE SCHOOLS AND ADMINISTRATORS OF FOUR YEAR COLLEGES CONCERNING PLANNED PHONE INTERVIEW ON EDUCATIONAL TECHNOLOGY

Dear ____________________:

A team of researchers from Cornell University and the University of Rochester, supported by the State Education Department, is examining the question: What is a workable educational region? As a part of this effort we are studying the use of educational technology in your geographic area. We need your help and hope you will be willing to cooperate.

Would you examine the following questions and respond to them by means of a telephone interview?

1. Do you make use of educational technology in your administrative and/or instructional operation? For example, T.V., data processing, computer-assisted instruction, etc. If so,

    a. What educational technology do you use?

    b. What kinds of help, if any, do you receive in educational technology from the BOCES, the Title III centers, and the Regional Educational Laboratories in your area?

2. What kinds of cooperation, if any, do you have with other educative agencies in the use of this technology? For example, cooperation with other schools or colleges, governmental agencies, businesses, etc.

We will call you the week of ______________ to request a date and time for a telephone interview with you or with a staff member you designate as appropriate to respond to these questions.

Very truly yours,

J. R. Egner Assistant Professor of Education Cornell University	W. T. Lowe Professor of Education University of Rochester	F. H. Stutz Professor of Education Cornell University

LETTER AND QUESTIONNAIRE TO CHIEF SCHOOL OFFICERS OF DISTRICTS SELECTED FOR SPECIAL STUDY - EDUCATIONAL TECHNOLOGY.

Dear ________________:

A team of researchers from Cornell University and the University of Rochester, with the support of the State Education Department, is examining the structure and function of the BOCES as a regional educational organization.

The BOCES District Superintendent of your area is cooperating with this study. We need your help too in this investigation and, therefore, request that you examine the attached questions and help us by responding to them or referring us to an appropriate person in your school district.

We would like to make your response as convenient for you as possible. We, therefore, request that we may telephone you the week of ________________ to set up a date and time for a telephone interview to secure your responses or the staff member to whom you refer us.

Very truly yours,

J.R. EGNER	W. T. Lowe	F. H. Stutz
Assistant Professor of Education	Professor of Education	Professor of Education
Cornell University	University of Rochester	Cornell University
275-2267 (607)	275-3965 (716)	275-3460 (607)

REGIONAL EDUCATION QUESTIONNAIRE:
EDUCATIONAL TECHNOLOGY

1. Does your BOCES have an instructional materials and/or equipment library? If so,

   a. To what extent does your staff use this service?
   b. How effective do you judge the service to be?
   c. To what extent does the service save your district money?
   d. How are the materials selected for the BOCES system?
   e. How effective is the distribution system of the materials to your schools?
   f. Do you have any reservations concerning the instructional materials/equipment library operation? If so, what are your reservations and concerns?

2. Does your BOCES have an Educational Data Processing Service? If so,

   a. What services does it provide for you?
   b. To what extent does the data processing operation save your district money?
   c. What does the operation do for your schools that you probably could not or would not efficiently do for yourselves?
   d. Do you think the data processing operation is satisfactory or not? In what ways?

   e. What are your plans in regard to changing or not changing what you are now doing in data processing?

3. Is your district using educational technology in your instructional and/or administrative procedures? If so,

   a. What part did your BOCES play in the development of these procedures?
   b. What part did your Title III Center play?
   c. What part did your Regional Educational Laboratory play?
   d. What part did other educative agencies play in the development of using educational technology in instructional and/or administrative procedures? For example, colleges, businesses, labor unions, governmental agencies, private schools, etc.

4. Does your staff regularly use and borrow instructional materials or equipment from sources other than your school district? If so, what source(s) are used? Why?

APPENDIX B

QUESTIONNAIRES

APPENDIX B

QUESTIONNAIRES

LETTER AND QUESTIONNAIRE SENT TO A NUMBER OF APPROPRIATE GROUPS PRESUMABLY CONCERNED WITH AREA OCCUPATIONAL EDUCATION

Dear ______________________________:

A team of researchers from Cornell University and the University of Rochester, with the support of the State Education Department, is examining the structure and the function of the BOCES as a regional educational organization.

The BOCES District Superintendent of your area is cooperating with the study. We need your help too in this investigation and, therefore, request that you examine the attached questions and help us by responding.

We have enclosed a stamped, self-addressed envelope for return of the questionnaire. We hope you will assist us. If there are questions to which we might respond or additional information you would like, please telephone us collect.

Sincerely yours,

J. R. Egner
Assistant Professor
of Education
Cornell University
275-2267 (607)

W. T. Lowe
Professor of Education
University of Rochester
275-3965 (716)

F. H. Stutz
Professor of
Education
Cornell University
275-3460 (607)

REGIONAL EDUCATION QUESTIONNAIRE:
AREA OCCUPATIONAL PROGRAMS

If you wish, please fill in your

Name______________________________

Address___________________________

Please describe briefly, in a sentence or two, your part in and opinion of the following activities of the BOCES area occupational programs.

MY PART IN:

1. Deciding to have BOCES area occupational programs in the first place

2. Selecting vocational courses to be offered by BOCES

3. Evaluating BOCES vocational courses to determine their effectiveness

4. Deciding where to locate the BOCES building(s)

5. Helping in planning for the BOCES building(s)

6. Agreeing on how to share local costs of BOCES programs and administration

7. Tying in BOCES occupational programs with other vocational training opportunities in the area. For example, with community colleges, unions, industries, etc.

8. Tying in BOCES occupational programs with vocational programs of individual school districts

MY OPINION OF:

1. The process of deciding to have an area occupational program

2. The process of setting up new vocational education courses

3. The process of evaluating courses

4. The process of planning occupational education programs with other schools, BOCES, and non school agencies (unions, industries).

LETTER AND QUESTIONNAIRE SENT TO SAMPLE GROUPS OF TEACHERS IN DISTRICTS SELECTED FOR SPECIAL STUDY - IN-SERVICE EDUCATION

REGIONAL EDUCATIONAL DEVELOPMENT: In-service Education

A team of researchers from Cornell University and the University of Rochester, supported by the State Education Department, is examining the question: What is a workable educational region? As a part of this effort we are studying the processes involved in carrying out in-service education programs in your geographic area. We need your help and hope you will be willing to cooperate.

Would you examine the attached questions and help us by responding? We have enclosed a stamped self-addressed envelope for return of the questionnaire. If there are any questions to which we might respond or additional information you would like, please telephone us collect.

Joan Roos Egner
Assistant Professor of Education
Cornell University
Tel. no. 607-275-2267

Frederick Stutz
Professor of Education
Cornell University
Tel. no. 275-3460

William Lowe
Professor of Education
University of Rochester
Tel. no. 716-275-3965

In-service Education Questionnaire

What is the most recent in-service education program you have attended?

____

Who sponsored the program (e.g. BOCES, a particular college, a Title III Center, or a local school district)?

____

Please circle the appropriate word to describe your part (if any) in the in-service program.

1. Deciding to have the in-service program in the first place.

   great considerable moderate little none

2. Deciding who would be eligible to participate in the in-service program.

   great considerable moderate little none

3. Selecting course content and procedures.

   great considerable moderate little none

4. Choosing staff to teach the course.

   great considerable moderate little none

5. Planning for any changes necessary to carry out the program, for example, released time, substitute teachers, etc.

   great considerable moderate little none

6. Deciding organizational routines such as my school granting graduate credit for the course and/or accepting the course for salary credit benefits.

   great considerable moderate little none

7. Evaluating the course to determine its value and relevance to me.

   great considerable moderate little none

8. Suggesting changes in future programs as a result of my assessment of this program.

   great considerable moderate little none

Please describe briefly, in a sentence or two, your opinion of the in-service program.

1. The process of deciding to have this in-service program.

2. The process of organizing and setting up this in-service program.

3. The qualifications of the agency that conducted the program.

4. The process of evaluating the course to determine its value.

5. My opportunities to suggest changes in future programs as a result of my assessment of the program.

6. The relevance of this program to my job (please give a specific example of its relevance or non relevance).

LETTER SENT TO PRESUMEDLY KNOWLEDGEABLE PERSONS IN EACH REGION SELECTED EITHER REPUTATIONALLY OR ON BASIS OF OCCUPATION OR PROFESSION

Two colleagues and I are currently engaged in a study of programs and services offered by the Steuben Supervisory District Board of Cooperative Educational Services, or programs in which the BOCES takes a part. As you may know, the BOCES in cooperation with the school districts offers occupational or vocational courses in two centers, provides some shared services staff to schools and does some work with handicapped children. Our study in Steuben is part of a broader investigation of the question, "What is a workable educational region in New York State?"

We seek your ideas about the scope and nature of BOCES services and activities in Steuben, and about the effectiveness of the BOCES in improving education in the region. Earlier we have interviewed the BOCES administrators and chief school officers in a number of districts. We would very much appreciate getting your views on the subject in your capacity as a knowledgeable citizen.

Will you be so good as to write me an informal letter or note speaking to these questions:

1. What has been your association or contact with BOCES?

2. How does the BOCES get its work done; how does it work with local schools and school boards; how does it communicate with the public; how does it obtain ideas from the public; how does it meet the needs of the region in vocational education, education for the handicapped, data processing and other ways?

3. How effective is the BOCES in improving educational opportunities in the area?

An addressed envelope is enclosed. You may check on our study or ask questions about our purposes by contacting Superintendent Francis Miller, Steuben County BOCES, P.O. Box 831, Bath, New York 14810; or by calling me collect at the number listed above under my name. Even if you answer question one with a "no" and have no further reply we would like to have a return.

Sincerely,

1b

F.H. Stutz

SAMPLE OF COMMUNICATIONS LOG KEPT BY DISTRICT SUPERINTENDENTS AT REQUEST OF INVESTIGATORS

Regional Educational Development Study

I. Please keep the log for the following dates:

Monday, December 16, 1968
Tuesday, January 7, 1969
Wednesday, January 15, 1969
Thursday, January 9, 1969
Friday, January 17, 1969

II. Communication Log Instructions

1. Note the time at the start of each communication activity.
   Record the time at the completion of that activity and the total time elapsed.
2. Describe the method used in transmitting your communication, e.g. phone, letter, speech, etc.
3. List the intended recipient(s) - person and/or position - of your communication.
4. Enumerate briefly the main item(s) in each communication.
5. State the reason(s) for each communication.

Below is an example of a log entry:

1. Time - 10:00 to 10:30 - 30 minutes.
2. Form - Personal conversation.
3. Recipient - Assistant Superintendent for Personnel.
4. Content - Projections of secretarial and auxiliary personnel needed for the new administration building.
5. Purpose - Planning space requirements for the projected administration building.

III. Please mail completed log sheets to:

Professor Joan Roos Egner
103 Stone Hall
Cornell University
Ithaca, New York 14850

Date

Regional Educational Development Study

District Superintendent's Communication Log

1. Time Taken			2. Form of Communication	3. Recipient(s) of Communication	4. Content of Communication	5. Purpose of Communication
From	To	Total				

SUGGESTED READINGS IN EDUCATIONAL REGIONALISM

BOOKS AND PERIODICALS

Adams, Don. *Educational Planning*, Syracuse, New York: Center for Development, 1964.

Bechtel, David H. "Iowa's Pattern for Area Vocational and Community College Education," *Journal on State School Systems Development*, Vol. 1, No. 3, Fall 1967, 145-162.

Belton, John R. "Wisconsin's New District Educational Service Agencies," *Journal on State School Systems Development*, Vol. 1, No. 4, Winter 1968, 203-222.

Benson, Charles. "Financing Metropolitan Education," in *The Economics of Public Education*, 2nd edition, Boston: Houghton Mifflin, 1968.

Brocketti, Marlin. "The Regional Education Service Centers in Texas," *Journal on State School Systems Development*, Vol. 1, No. 3, Fall 1967, 163-172.

Butterworth, Julian and Howard Dawson, *The Modern Rural School*, New York: McGraw Hill Book Company, 1952.

Campbell, Alan K. and Philip J. Meranto, "The Metropolitan Education Dilemma: Matching Resources to Needs," *Urban Affairs Quarterly*, September 1966.

Capener, Harold. *Comprehensive Regional Development*, Ithaca, New York: New York State Colleges of Agriculture and Home Economics, Contract Colleges of the State University, at Cornell University, Bulletin 2.

Carithers, Polly. "The California Committee of Ten Report," *Journal of State School Systems Development*, Vol. 1, No. 2, Summer 1967, 130-140.

Christman, Paul. "Developing a State Plan for Pennsylvania's Intermediate Units," *Journal of State School Systems Development*, Vol. 1, No. 2, Summer 1967, 117-129.

Dye, Thomas and Brett Hawkins. *Politics in the Metropolis*, Columbus, Ohio: Charles Merrill, Inc., 1967.

BOOKS AND PERIODICALS (cont.)

Emerson, William. "The Intermediate School District Middle Echelon of a Three-Echelon State System of Schools," Journal of State School Systems Development, Vol. 1, No. 1, Spring 1967, 33-45.

Fischer, John H. and others. Educational Parks, U.S. Commission on Civil Rights, 1967.

Fitzwater, Charles. "Patterns and Trends in State School System Development," Journal of State School Systems Development, Vol. 1, No. 1, Spring 1967, 5-32.

Frieden, Bernard J. and Robert Morris (eds.). Urban Planning and Social Policy, New York: Basic Books, 1968.

Friedman, John and William Alonso (eds.). Regional Development and Planning, Cambridge, Massachusetts: The Massachusetts Institute of Technology Press, 1964.

Gittell, Marilyn. Educating an Urban Population, California: Sage Publications, 1967.

Gittell, Marilyn and Edward T. Hollander. Six Urban School Districts, Praeger, 1968.

Greenfield T.; J. House; E. Hickcox and B. Buchanan. Developing School Systems; Planning, Organization, and Personnel, Toronto: The Ontario Institute for Studies in Education, 1969.

Hanson, Ellis G. "Population Characteristics and School District Planning," Journal on State School Systems Development, Vol. 1, No. 4, Winter 1968, 237-245.

Havighurst, Robert (ed.). Metropolitanism: Its Challenge to Education, National Society for the Study of Education Yearbook, Part I, University of Chicago Press, 1968.

Isenberg, Robert. "The Multidistrict Local Education Agency," Journal of State School Systems Development, Vol. 1, No. 4, Winter 1968, 246-258.

BOOKS AND PERIODICALS (cont.)

McLure, William. *The Intermediate Administrative School District in the United States*, Urbana, Illinois: University of Illinois, Bureau of Educational Research, College of Education, 1956.

Parsons, John. "Developing a System of Regional Transportation Coordinators for Ohio," *Journal of State School Systems Development*, Vol. 1, No. 2, Summer 1967, 104-116.

Reshaping Government in Metropolitan Areas, New York: Committee for Economic Development, 1970.

"A Review of Research and Development Centers Supported by the U.S. Office of Education," *Journal of Research and Development in Education*, Athens, Georgia: College of Education, University of Georgia, Summer Issue, 1968.

Schroeder, William. "The Nebraska Service Unit - Its Provisions, Problems and Potential," *Journal of State School Systems Development*, Vol. 1, No. 1, Spring 1967, 56-66.

Smith, Brian. *Regionalism in England*, England: The Acton Society Trust, 1964.

Stephens, E. Robert and John Spiess. "What Does Research Say About the Size of a Local School District?", *Journal of State School Systems Development*, Vol. 1, No. 3, Fall 1967, 182-199.

"The Tennessee Cooperative - A Case Study," *Appalachian Advance*, Vol. 4, No. 2, October 1969, 2-32.

"What Are Intermediate School Districts?", *Michigan Education Journal*, Vol. 44, No. 33, May 1967, 8-19.

Zimmer, Basil G. and Amos H. Hawley. *Metropolitan Area Schools--Resistance to District Reorganization*, Sage, 1968.

REPORTS AND BULLETINS

"Building for the Future - State Plan for Organizing Intermediate Education Districts," Salem, Oregon: State of Oregon, Intermediate Education District Commission, 1968.

Butterworth, Julian and Edmund Crane and staff. "A New Intermediate School District for New York State," Albany, New York: The University of the State of New York, Bulletin no. 1336, 1947.

"The Campus Plan," Syracuse, New York: Syracuse Campus Site Planning Center, 1967.

Chase, Francis S. "The National Program of Educational Laboratories," U.S. Department of Health, Education and Welfare, Office of Education, Bureau of Research, December 1968.

Crunkilton, John and J. Bail. "Area Occupational Programs in a Selected Twelve County Area in New York: Concerns and Expectations," Albany, New York: The University of the State of New York, The State Education Department, Bureau of Occupational Education Research, June 1969.

Cunningham, Luvern, A. Dykes, J. Kincheloe, V. Ostrom. "Report on the Merger Issue to the Louisville Public School System and The Jefferson County Public School System," Louisville, Kentucky: Jefferson County Board of Education, 1966.

Cunningham, Luvern and Raphael Nystrand. "Citizen Participation in Urban Affairs," Washington, D.C.: The Urban Coalition, June 1969.

"Dreams and Visions, Title I Projects, 1967-68, Elementary and Secondary Education Act of 1965," Raleigh, North Carolina: State of North Carolina, Department of Public Instruction, 1968.

"The Education Park: What Should It Be?", New York: City School District of the City of New York, 1966.

REPORTS AND BULLETINS (cont.)

Gehlen, Frieda. "The Political Aspects of Small Town and Rural Schools," Las Cruces, New Mexico: New Mexico State University, ERIC Clearinghouse on Rural Education and Small Schools, May 1969.

Greespan, Stephen and Friedrich Grasberger. "Target: The Three E's - A Study of the Organizational and Financial Structure of Public Education in Monroe County," Rochester, New York: Rochester Bureau of Municipal Research, Inc., February 1969.

Haller, Archibald. "Rural Education and the Educational and Occupational Attainments of Youth," Las Cruces, New Mexico: New Mexico State University, ERIC Clearinghouse on Rural Education and Small Schools, June 1969.

"A Long Range Plan for Improving Education and Urban Life in St. Paul, Minnesota," St. Paul, Minnesota: St. Paul Public Schools, June 1969.

"The Multi-County Regional Service Agency in Iowa," U.S. Office of Education contracted by the Iowa Center for Research in School Administration, College of Education, The University of Iowa for the Linn County Board of Education, Cedar Rapids, Iowa, Part One: "Final Report" - Sections One, Two and Three; Part Two: "Appendix"; Part Three: "Summary Report," 1967.

"Planning for School District Organization - Selected Position Papers." Lincoln, Nebraska: The Great Plains School District Organization Project, June 1968.

"Procedures for Appraising the Modern County Schools Office," Pleasant Hill, California: Contra Costa County Schools, 1962.

"Project Concern," Hartford, Connecticut: Hartford Public Schools, August 1968.

"Project Unique, Summary and Evaluation, 1968-1969," U.S. Office of Education contract by City School District, Rochester, New York: The Center for Cooperative Action, July 1969.

REPORTS AND BULLETINS (cont.)

"The Regional Support of Education in the Albany Capital Area," Albany: The University of the State of New York, The State Education Department, Bureau of Educational Financial Research, 1968.

Rogers, Everett and L. Svenning. "Change in Small Schools," Las Cruces, New Mexico: New Mexico State University, ERIC Clearinghouse on Rural Education and Small Schools, May 1969.

"The Role of the Wayne County Intermediate School District in 1967," Detroit, Michigan: Wayne County Intermediate School District, September 1967.

"Rural Shared Services Project Reports," U.S. Office of Education contract by Northwest Regional Education Laboratory, Portland, Oregon and Northern Montana College, Havre, Montana. Part One, "Project Report," Part Two, "Annotated Bibliography," Part Three, "Location of Shared Services," and Part Four, "Dissemination Strategies and Devices," April 1969.

"Special Education Services in Sparsely Populated Areas: Guidelines for Research," Boulder, Colorado: Western Interstate Commission for Higher Education, 1966.

"State Plan for the Establishment of Education Service Centers Including Regional Education Media Centers," Austin, Texas: Texas Education Agency, 1968.

"State Study of a Network of Regional Communications Centers," U.S. Office of Education contracted by Board of Cooperative Educational Services, Sole Supervisory District of Albany, Schenectady and Schoharie Counties, Albany, New York and Board of Cooperative Educational Services, Second Supervisory District of Erie County, North Collins, New York, 1968.

"A Statement on the Education Park - A Report to the School District of Philadelphia," Philadelphia, Pennsylvania: Philadelphia Urban League.